

**GAO**

Report to the Chairman, Legislation and  
National Security Subcommittee,  
Committee on Government Operations,  
House of Representatives

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December 1994

**OVERSEAS  
PRESENCE**

**Staffing at U.S.  
Diplomatic Posts**



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United States  
General Accounting Office  
Washington, D.C. 20548

National Security and  
International Affairs Division

B-259202

December 28, 1994

The Honorable John Conyers, Jr.  
Chairman, Legislation and National  
Security Subcommittee  
Committee on Government Operations  
House of Representatives

Dear Mr. Chairman:

In response to your request, we are presenting information on the size, location, and costs of the diplomatic presence maintained by the State Department and over 35 other U.S. government agencies at 260 posts in about 170 countries around the world. We reported earlier on State's process for deciding how many of its staff to assign to each post.<sup>1</sup> We will report separately on the overall management issues associated with overseas staffing.

## Results in Brief

Staffing data maintained by the State Department show the following:

- The U.S. government employs approximately 37,800 personnel overseas, including about 18,900 U.S. direct-hire and 18,870 foreign national direct-hire personnel,<sup>2</sup> at its embassies, consulates, and other diplomatic offices located in almost every country in the world. This total does not include large numbers of personnel who are paid directly or indirectly by the U.S. government and involved in U.S. government activities overseas. For example, it does not include military personnel under the command of a U.S. area military commander. In addition, State and many other agencies contract with U.S. and foreign national personnel for a variety of services. State and other agencies do not have accurate data on the number of contract hires. However, in a report issued by a State management task force, it was estimated that in 1992, U.S. agencies employed 2,415 U.S. personal services contractors and 38,465 foreign national contractors overseas.<sup>3</sup>
- The size of the U.S. presence in countries varies greatly. For example, there is 1 American foreign service officer at the U.S. liaison office in the

<sup>1</sup>State Department: *Overseas Staffing Process Not Linked to Policy Priorities* (GAO/NSIAD-94-228, Sept. 20, 1994).

<sup>2</sup>These types of positions and other key terms are defined in the glossary.

<sup>3</sup>U.S. Department of State, *State 2000: A New Model for Managing Foreign Affairs*, Report of the U.S. Department of State Management Task Force (Dec. 1992).

Former Yugoslav Republic of Macedonia, about 100 U.S. direct hires assigned to 1 post in the Dominican Republic, nearly 500 assigned to 3 posts in Thailand, and over 1,000 assigned to 7 posts in Germany. About one-third of the posts and personnel are in Europe.

- The median staffing level for a country is about 100 personnel—50 U.S. direct hires and 50 foreign service national employees. That is, half of the countries with a U.S. presence are staffed with 100 or more employees, and the remaining half have fewer than 100 employees.
- There are multiple posts in 35 countries—15 countries in Europe, 8 in East Asia and the Pacific, 5 in North and South America, 3 in the Near East, 2 in Africa, and 2 in South Asia. For example, a total of nine posts are in Mexico—eight consulates or consulates general in addition to the embassy in Mexico City.
- Overall, U.S. direct-hire staffing levels have increased by 19 percent over the past 10 years, although the pace of growth has generally slowed in the 1990s. (Direct-hire foreign national staffing levels have remained constant.) State officials indicated that the data probably understated the number of Defense personnel assigned to diplomatic posts in the mid-1980s. Because of uncertainties over the data on Defense personnel, State indicated that using this data to depict the overall staffing trend may not accurately portray the growth rate. Excluding Defense personnel, U.S. direct-hire levels have grown by about 6 percent since 1984. Most of this growth has been in nonforeign affairs agencies, which include the Departments of Justice, Treasury, and Transportation. Nonforeign affairs agencies, excluding the Department of Defense, increased from about 1,600 U.S. direct-hire employees in 1984 to 2,300 in 1994. The staffing growth experienced by these agencies reflects the increasingly global character of their missions.
- State's U.S. direct-hire staffing levels have increased slightly but not as much as some other agencies it supports overseas. In 1994, State represented 38 percent of U.S. direct-hire staffing overseas.

Cost information we obtained showed the following:

- In fiscal year 1993, the 10 agencies we surveyed spent approximately \$1.3 billion for salaries, benefits, and allowances for staff. They spent nearly an additional \$1.3 billion in associated overseas operating costs.
- The costs of stationing U.S. government personnel overseas are high. Some agencies estimate that it costs roughly two to three times more to keep a person abroad than in Washington. For example, a recent analysis conducted by the U.S. Agency for International Development estimated the average cost per agency U.S. direct-hire employee overseas at

approximately \$352,000—or about three times the \$109,000 average cost for a Washington-based employee. These figures are based on allocating the agency's total operating expenses (including the costs of foreign service nationals and personal services contractors) to U.S. direct hires only.

Much of the difference is due to compensatory and incentive allowances and benefits, such as the costs for post travel, educational allowance, hardship pay, cost-of-living adjustment, language incentive, rest and recuperation travel, rent, and other expenses. For internal budgeting purposes, the State Department has estimated the cost of allowances and benefits for a new American position overseas at roughly \$93,000 in the first year. Adding an average of \$60,000 for salary and \$75,000 for other operating expenses such as household and office furnishings and security, State has used \$228,000 as the estimated cost in the first year to add a new American position overseas.

Appendix I provides information on the number and location of the U.S. government's overseas personnel, as well as trends over the last 10 years. Appendix II provides data on costs associated with the U.S. overseas presence.

## Scope and Methodology

To obtain staffing information, we interviewed officials and reviewed data from the Department of State, Bureau of Finance and Management Policy. This Bureau is responsible for providing guidance on issues dealing with the authority of the Chiefs of Mission over policy implementation, the number of personnel assigned to their posts, and the activities of all U.S. government agencies, except for those under a U.S. area military commander. According to these officials, State's databases are the only centralized source of current and historical U.S. government overseas staffing data.

We have conducted a review of overseas diplomatic staffing, including State's staffing of its posts abroad and the overall management weaknesses associated with overseas staffing. As part of our review, we conducted work at selected diplomatic posts.<sup>4</sup> We compared staffing data developed by the post and by agencies' headquarters as a basis for validating the data from State's databases.

<sup>4</sup>We conducted work at diplomatic posts in Benin, Costa Rica, Cote d'Ivoire, Denmark, Guyana, France, Morocco, Nepal, the Philippines, Spain, Sweden, Switzerland, Thailand, and Tunisia.

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To obtain cost information, we interviewed budget officials and compiled data from headquarters organizations in Washington, D.C., including the Department of State, Defense Security Assistance Agency, Defense Intelligence Agency, Drug Enforcement Administration, Federal Bureau of Investigation, Foreign Agricultural Service, Immigration and Naturalization Service, U.S. Agency for International Development, U.S. and Foreign Commercial Service, and U.S. Information Agency. We did not verify the cost data that officials provided from their records and data systems.

We conducted our work between April and September 1994 in accordance with generally accepted government auditing standards.

As you requested, we did not obtain written agency comments on this fact sheet. However, we shared a draft of this fact sheet with officials from State's Bureau of Finance and Management Policy, our primary source of information. We also shared a draft of this fact sheet with headquarters officials from each organization we reviewed. We considered the comments we received from these officials and, where appropriate, incorporated their comments in preparing our final report. Where there were significant differences between the staffing data reported by an agency and State (i.e., U.S. Agency for International Development and U.S. Information Agency), we did not attempt to reconcile the variances. However, we have annotated the pertinent tables and charts to alert the reader to the differences. We also annotated the tables and charts, where appropriate, to reflect adjustments we have made to address the limitations of the data, particularly for the Department of Defense.

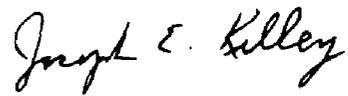
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As agreed with your office, unless you publicly announce this fact sheet's contents earlier, we plan no further distribution until 30 days from its issue date. At that time, we will send copies to appropriate congressional committees; the Secretary of State; the Director, Office of Management and Budget; and other interested parties. We will also make copies available to others upon request.

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Please contact me at (202) 512-4128 if you or your staff have any questions concerning this fact sheet. Major contributors to this fact sheet are listed in appendix III.

Sincerely yours,

A handwritten signature in cursive script that reads "Joseph E. Kelley".

Joseph E. Kelley  
Director-in-Charge  
International Affairs Issues

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**Abbreviations**

DIA	Defense Intelligence Agency
DOD	Department of Defense
FAS	Foreign Agricultural Service
USAID	U.S. Agency for International Development
US&FCS	U.S. and Foreign Commercial Service
USIA	U.S. Information Agency

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# Staffing Data

## Limitations on Data

For this report, we used staffing data from the databases maintained by the Department of State, Bureau of Finance and Management Policy, which is the only centralized source of current and historical overseas staffing data. However, State's data do not fully capture the total workforce of the U.S. government overseas. The staffing data provided in this report are authorized full-time U.S. direct-hire and foreign national positions that are under the authority of the Chief of Mission, usually the U.S. ambassador to a country. However, the staffing data do not include large numbers of personnel who are paid directly or indirectly by the U.S. government and involved in U.S. government activities overseas. For example, State and many other agencies hire U.S. and foreign national personnel through contracts for a variety of services. State and other agencies do not have accurate data on the number of contract hires. However, in a report issued by a State management task force, it was estimated that in 1992, there were 2,415 U.S. personal services contractors and 38,465 foreign national contractors overseas. These contractors exceed the total number of U.S. direct hires and foreign service national employees covered in this fact sheet.

In addition to American and locally hired personal services contractors, the following U.S. government employees overseas are not included in this report:

- U.S. military and civilian personnel and their civilian dependents under the command of a U.S. area military commander;<sup>1</sup>
- nonexecutive branch government employees such as employees of GAO and the Library of Congress;
- part-time intermittent, temporary employees; and
- U.S. government employees assigned overseas on temporary duty for up to a year.

Because there is no central source of information on overseas staffing levels, State obtains data for a given agency from a variety of sources, such as agency staffing patterns and cables from posts. Using these sources, State analysts then construct post staffing profiles for each agency. However, State does not have a validation process that enables each agency to routinely verify the data for accuracy. We validated the State Department's staffing data for selected posts and found some discrepancies between the data maintained by headquarters and the posts.

<sup>1</sup>As of March 31, 1994, there were approximately 290,663 uniformed military personnel, 223,678 command-sponsored military dependents, 16,579 DOD civilian personnel, and 17,471 civilian dependents assigned overseas. By law, these individuals are not under the authority of the Chief of Mission.

In addition, because State used three different databases to provide the staffing data, there were some inconsistencies in worldwide totals. However, these differences were not significant.

Although they acknowledge the inadequacies of the overseas staffing data, State officials maintain that the data are useful in reviewing overall staffing trends. The staffing data presented in this report are also useful as a point of reference. However, specific staffing levels should be verified with agency and post officials when precise information is essential, such as when the information is used to make critical management decisions.

Particular caution should be exercised in analyzing Department of Defense (DOD) data. According to State officials, over the years, State diligently tried to improve the accuracy of its database on DOD employees to record the number of U.S. direct hires under Chief of Mission authority as opposed to those under a U.S. area military command. They told us that data reported for the early years of our review (mid-1980s) did not accurately capture all DOD personnel that came under Chief of Mission authority—a condition that State officials assert was corrected in the last several years. State's data probably understated the number of personnel DOD had assigned overseas. Thus, it is difficult to determine how much of the increases reported for DOD on a year-to-year basis reflect a real growth in staffing levels and how much are the result of accounting for positions that had not been previously reported. For this reason, when reviewing DOD's staffing trends, we focused on those DOD agencies whose historical numbers were judged by State and DOD to be reasonably reliable. These are the Defense Intelligence Agency, Defense Security Assistance Agency, Marine Corps security guards, and Naval Support Unit (Seabees). Where applicable, tables and charts showing DOD data are footnoted to indicate whether the data reflect DOD-wide or selected Defense agencies' numbers.

For purposes of this report, foreign affairs agencies are those utilizing the foreign service personnel system and include the Department of State, U.S. Information Agency (USIA), U.S. Agency for International Development (USAID), Foreign Agricultural Service (FAS), and U.S. and Foreign Commercial Service (US&FCS). We have also included the Peace Corps in this category. Nonforeign affairs agencies include DOD, the Departments of Justice, Transportation, Treasury, and subordinate agencies within these departments; the Departments of Agriculture and Commerce (excluding FAS and US&FCS, respectively); and other federal agencies.

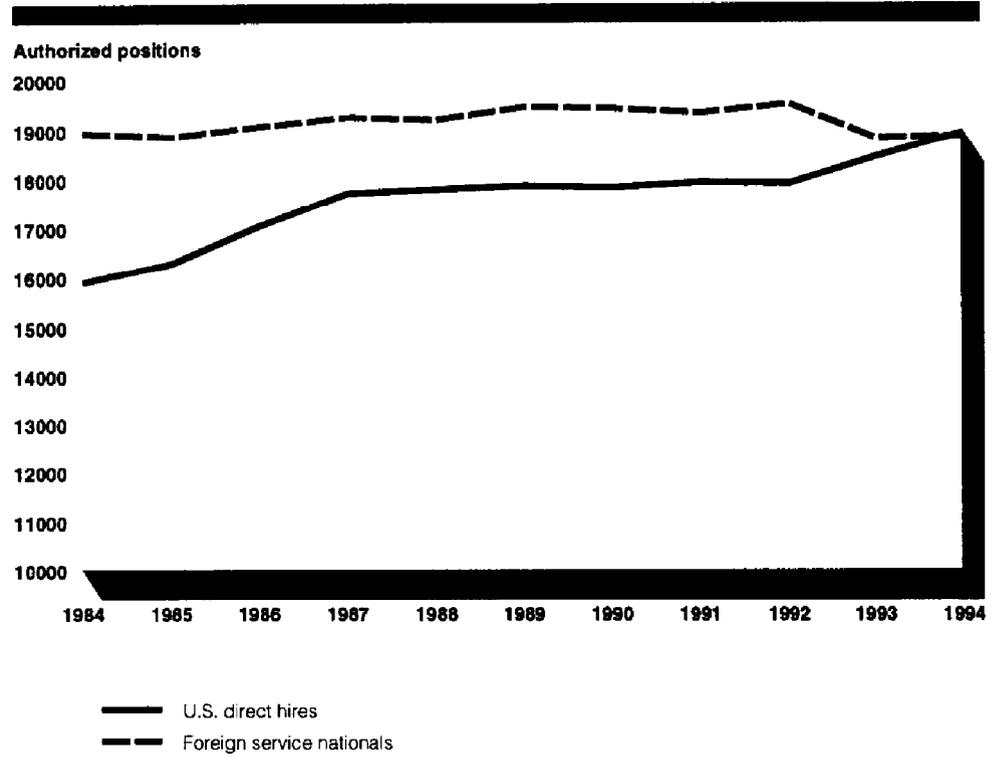
## Trend Shows Gradual Upward Climb in Overseas Staffing Levels

The U.S. government employs a total of about 37,800 personnel overseas—split evenly between U.S. direct-hire employees and foreign service national employees.

Because of uncertainties regarding the accuracy of the data on DOD personnel assigned to diplomatic posts in the mid-1980s, it is difficult to determine the real growth in staffing levels. However, based on the information provided to us, we found that the growth in staffing has been among the U.S. direct hires, not the locally hired workforce. The number of U.S. direct hires increased in relatively small but steady increments of about 2 percent each year—from about 15,900 in 1984 to 18,940 in 1994, for an overall increase of 19 percent. Excluding DOD due to data accuracy concerns, U.S. direct-hire levels went from about 11,540 in 1984 to 12,200 in 1994, an increase of about 6 percent. The number of foreign service national employees has remained constant at around 18,900 over the years. Notwithstanding data limitations, we have used State's data on DOD personnel in the following figures and tables. Figure I.1 depicts the staffing trend since 1984, and table I.1 provides the number of U.S. direct-hire positions by agency since 1984.

Appendix I  
Staffing Data

Figure I.1: Ten-Year Trend in U.S. Staffing Overseas (1984 to 1994)



**Appendix I  
Staffing Data**

**Table I.1: U.S. Direct Hires Overseas  
by Agency (1984 to 1994)**

<b>AGENCY</b>	<b>1984</b>	<b>1985</b>	<b>1986</b>
State	7,119	7,200	7,275
Agriculture <sup>a</sup>	263	270	287
Commerce <sup>a</sup>	244	247	262
USAID	1,516	1,554	1,526
USIA	846	846	889
Defense <sup>a</sup>	4,359	4,553	5,031
Justice <sup>a</sup>	453	498	556
Transportation <sup>a</sup>	374	374	421
Treasury <sup>a</sup>	347	366	416
Peace Corps	171	171	172
Other agencies <sup>e</sup>	209	203	206
<b>Subtotal for non-State agencies</b>	<b>8,782</b>	<b>9,082</b>	<b>9,766</b>
<b>Total</b>	<b>15,901</b>	<b>16,282</b>	<b>17,041</b>

**Appendix I  
Staffing Data**

<b>1987</b>	<b>1988</b>	<b>1989</b>	<b>1990</b>	<b>1991</b>	<b>1992</b>	<b>1993</b>	<b>1994</b>	<b>Percent change from 1984 to 1994</b>
7,282	7,282	7,305	7,313	7,309	7,240	7,224	7,168	0.7
290	290	287	287	287	246	251	250	-4.9
243	245	247	244	259	258	258	266	9.0
1,500	1,495	1,497	1,490	1,371	1,264	1,292	1,254	-17.3 <sup>b</sup>
904	903	888	886	867	896	912	878	3.8 <sup>c</sup>
5,674	5,757	5,820	5,792	5,770	5,876	6,298	6,735	5.2 <sup>d</sup>
556	556	563	560	766	797	805	881	94.4
411	411	411	411	407	407	408	492	31.6
411	411	403	403	400	403	413	418	20.5
172	172	173	173	222	240	291	300	75.4
266	268	269	269	271	279	290	298	42.6
<b>10,427</b>	<b>10,508</b>	<b>10,558</b>	<b>10,515</b>	<b>10,620</b>	<b>10,666</b>	<b>11,218</b>	<b>11,772</b>	
<b>17,709</b>	<b>17,790</b>	<b>17,863</b>	<b>17,828</b>	<b>17,929</b>	<b>17,906</b>	<b>18,442</b>	<b>18,940</b>	

Source: U.S. Department of State, Bureau of Finance and Management Policy.

<sup>a</sup>These agencies have subordinate agencies represented overseas. For example, the Department of Commerce includes US&FCS, Bureau of Census, National Oceanic and Atmospheric Administration, U.S. Travel and Tourism Administration, and other subordinate agencies. The Department of Agriculture primarily includes Foreign Agricultural Service, Animal and Plant Health Inspection Service, and Agricultural Research Service. The Department of Justice includes Drug Enforcement Administration, Federal Bureau of Investigation, Immigration and Naturalization Service, and other subordinate agencies.

<sup>b</sup>Data provided by USAID showed 1,133 U.S. direct-hire positions authorized in 1994, 121 positions less than the number reported from State's database.

<sup>c</sup>Data provided by USIA showed its U.S. direct-hire positions decreasing from 914 in 1984 to 860 in 1994—a decrease of 6 percent.

<sup>d</sup>This percentage is based on four DOD agencies whose historical numbers were judged by State and DOD to be reasonably reliable: Defense Intelligence Agency, Defense Security Assistance Agency, Marine Corps security guards, and Naval Support Unit (Seabees). For these agencies, the number of U.S. direct hires increased from 2,464 in 1984 to 2,591 in 1994.

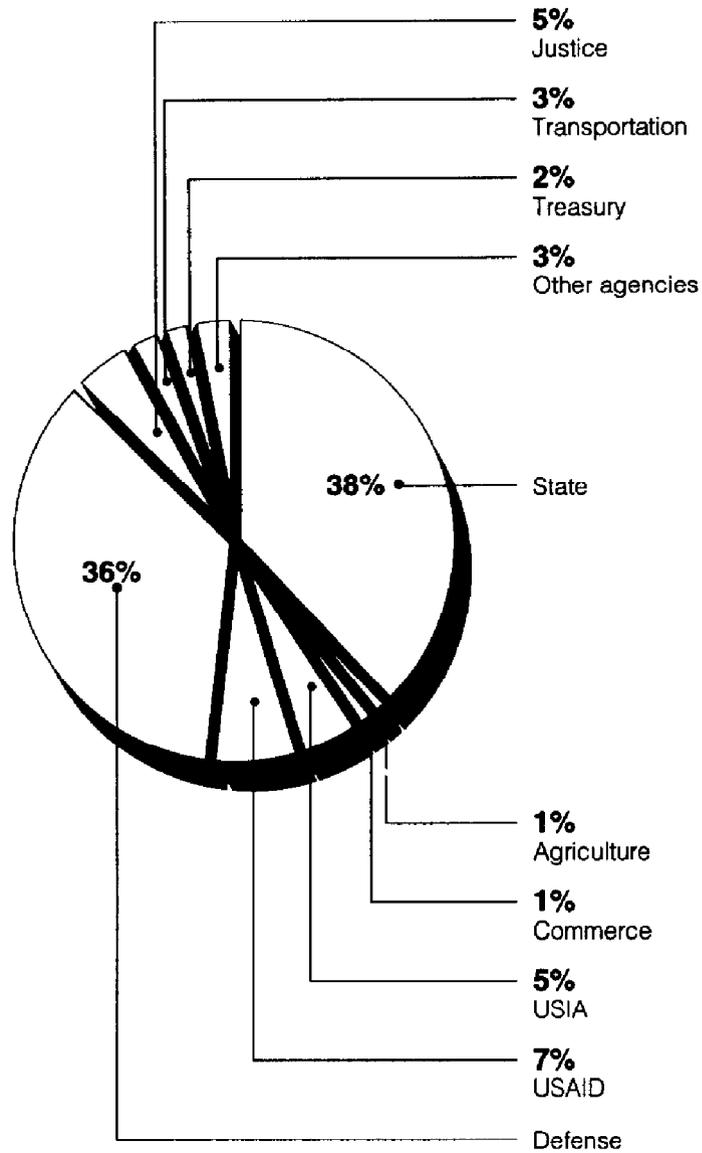
<sup>e</sup>Other agencies include American Battle Monuments Commission, Arms Control and Disarmament Agency, Department of Energy, Environmental Protection Agency, Foreign Broadcast Information Service, Federal Emergency Management Agency, General Services Administration, Department of Health and Human Services, Trade and Development Program, Department of Interior, Japan-U.S. Friendship Commission, National Aeronautics and Space Administration, National Science Foundation, U.S. Trade Representative, and Department of Veterans Affairs.

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## State's Percentage of Overall Presence Is Shrinking

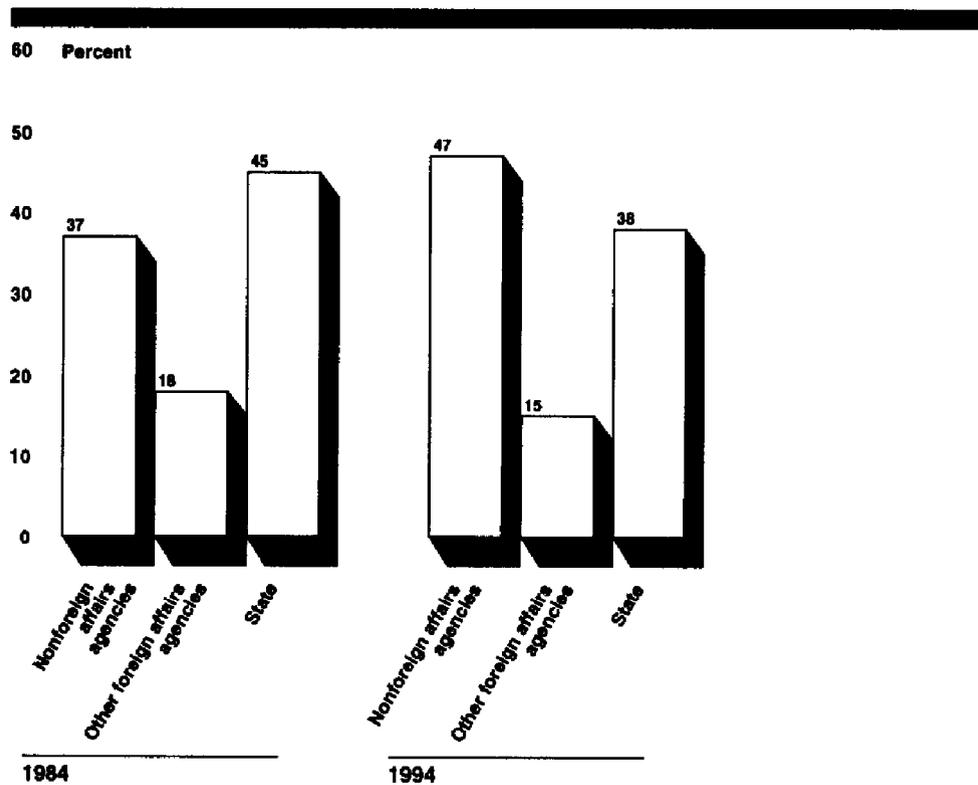
The overall percentage of U.S. direct hires overseas who are State employees has decreased since 1984. In 1984, State represented about 45 percent of diplomatic staffing overseas; today, it accounts for only 38 percent. Similarly, staffing of other foreign affairs agencies—USIA, USAID, FAS, US&FCS, and the Peace Corps—has also declined, down from 18 percent in 1984 to 15 percent in 1994. Figure I.2 shows the U.S. direct-hire staffing levels by agency, and figure I.3 compares State's staffing level to other agencies.

Figure I.2: Distribution of U.S. Direct Hires by Agency (as of April 1994)



Note: DOD's presence is comprised of security assistance and security assistance associated personnel, 42 percent; Marine Corps security guards, 18 percent; Defense Intelligence Agency, 11 percent; and other Defense personnel (e.g., naval research medical units, Air Force veterinarians, and fuel supply units), 29 percent.

**Figure I.3: State, Other Foreign Affairs Agencies, and Nonforeign Affairs Agencies as a Percentage of All U.S. Direct Hires for U.S. Agencies Overseas**



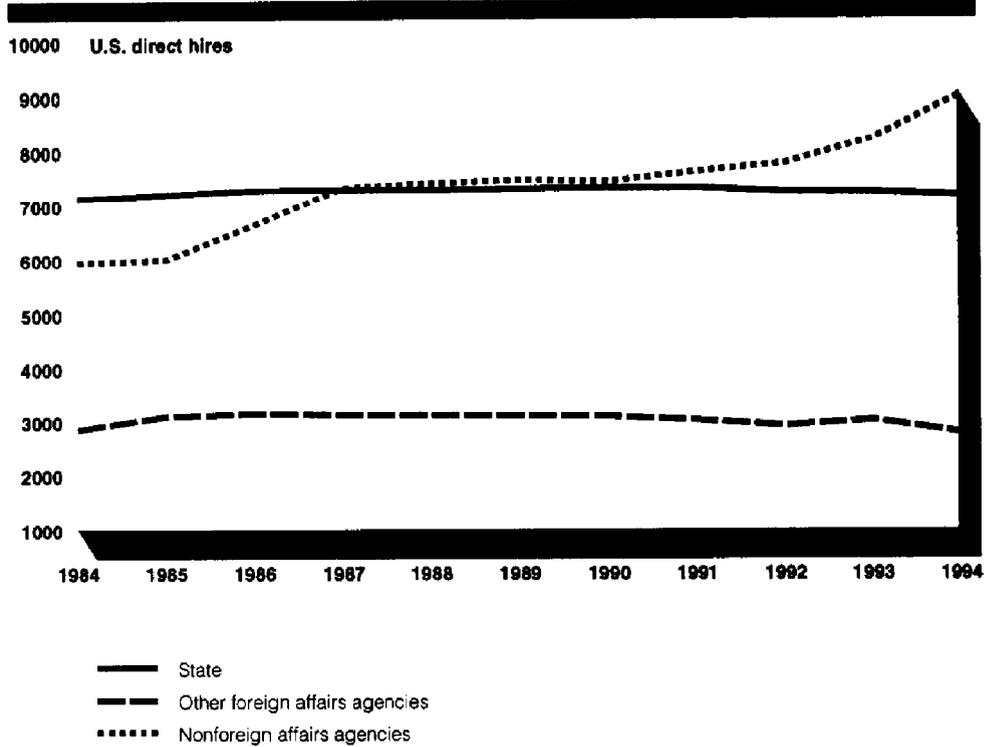
Note: Other foreign affairs agencies are FAS, USAID, US&FCS, USIA, and the Peace Corps. Nonforeign affairs agencies are DOD, Justice, Transportation, Treasury, Agriculture (excluding FAS), Commerce (excluding US&FCS), and other agencies.

### Staffing Levels Increased in Nonforeign Affairs Agencies

Nonforeign affairs agencies accounted for the increased levels of U.S. direct hires overseas. In the last 10 years, the number of U.S. direct hires authorized for nonforeign affairs agencies overseas (excluding DOD) went from 1,578 to 2,265, an increase of nearly 44 percent, while the U.S. direct-hire staffing levels of foreign affairs agencies remained relatively constant. (See figs. I.4 and I.5.)

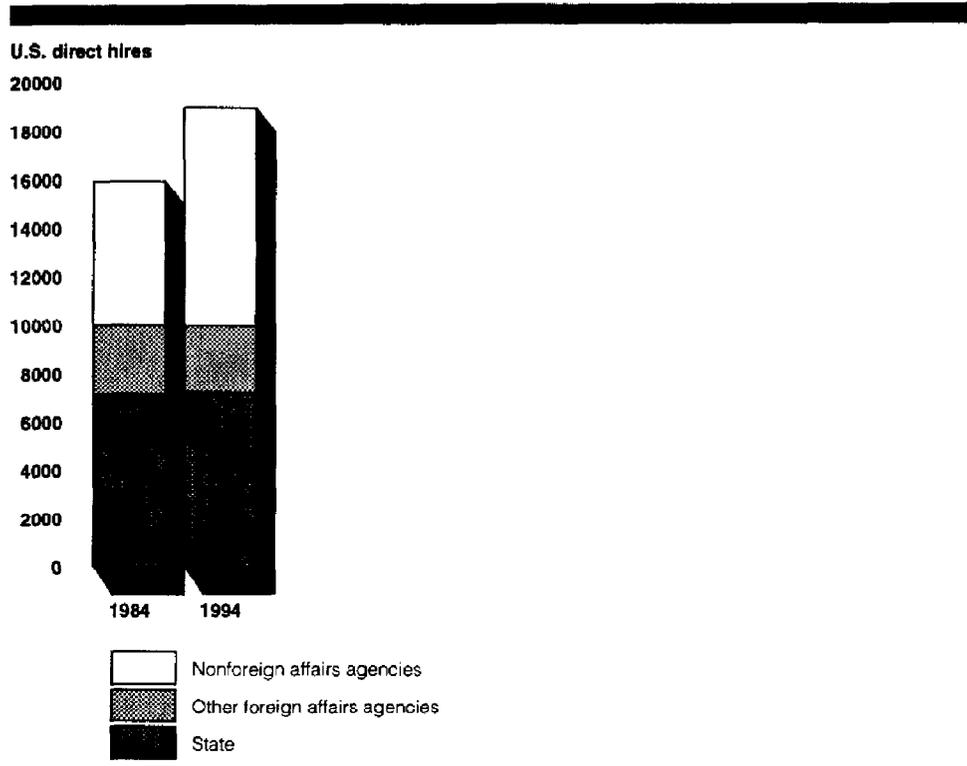
Appendix I  
Staffing Data

Figure I.4: Trend in U.S. Direct-Hire Staffing Levels (1984 to 1994)



Note: Data for FAS and US&FCS, both foreign affairs agencies, were obtained for 1984 and 1994 only. Therefore, for 1984 and 1994, other foreign affairs agencies included FAS and US&FCS, in addition to USIA, USAID, and the Peace Corps. For the intervening years, from 1985 through 1993, other foreign affairs agencies included the Departments of Agriculture and Commerce since a break out of FAS and US&FCS data was not readily available. However, this does not significantly affect the slope of the trend line depicted in this figure.

**Figure I.5: Change in U.S. Direct-Hire Staffing Levels (1984 to 1994)**



Note: Other foreign affairs agencies include FAS, USAID, US&FCS, USIA, and the Peace Corps. Nonforeign affairs agencies include DOD, Justice, Transportation, Treasury, Agriculture (excluding FAS), Commerce (excluding US&FCS), and other agencies.

The agencies with the largest increases over the years were Justice, 94 percent; Transportation, 32 percent; and Treasury, 21 percent. The Department of Justice has consistently reported increases every year for the past 10 years, going from 453 U.S. direct hires in 1984 to 881 in 1994. Similarly, other nonforeign affairs agencies have increased their staffing levels.

There are two exceptions to the upward trend in staffing. First, the Department of Agriculture and USAID have reported a decline in U.S. direct hires in the last 10 years. Second, the number of U.S. direct hires USAID has authorized overseas is the lowest it has been in the last 10 years—1,254 in 1994 compared to a high of 1,554 in 1985.

Despite downsizing efforts announced by several federal agencies, since last year, overall U.S. direct-hire staffing levels overseas have not significantly changed. As shown in table I.1, between 1993 and 1994, total U.S. direct-hire employees overseas (excluding DOD) increased slightly. Some foreign affairs agencies, including USIA and USAID, reported decreases of less than 4 percent. State cut nearly 60 positions, which is less than a 1-percent decrease. Despite these decreases, overall U.S. direct-hire levels grew by about 3 percent because of offsetting increases in agencies such as Transportation (21 percent) and Justice (9 percent).

The expansion of the overseas presence of nonforeign affairs agencies mainly reflects the increasing “globalization” of U.S. national interests. As a result, the functional scope of diplomatic posts has broadened, reflecting the diverse interests of U.S. domestic agencies in fields such as environmental protection, science and technology, energy, education, health, and transportation. Moreover, federal functions—including criminal law enforcement, customs, payment of veterans’ and social security benefits, and immigration control—have contributed to the increased staffing in these areas overseas. (For a description of the missions and programs of U.S. agencies with personnel overseas, see app. II.) This escalation in U.S. presence abroad has increased the demand for management and logistical services, provided by the State Department, to support the workforce at overseas posts.

Table I.2 lists the number of U.S. direct-hire positions each agency has assigned to each country.

**Appendix I  
Staffing Data**

**Table I.2: U.S. Direct-Hire Position Levels by Country and Agency (1994)**

	<b>Country</b>	<b>Total</b>	<b>State</b>	<b>USAID*</b>
	<b>Africa</b>	<b>2,126</b>	<b>1,003</b>	<b>439</b>
1	Kenya	206	67	73
2	South Africa	150	87	14
3	Cote d'Ivoire	137	53	39
4	Nigeria	115	65	5
5	Senegal	98	33	35
6	Zaire	81	59	1
7	Cameroon	64	26	15
8	Ethiopia	60	38	10
9	Zimbabwe	60	31	13
10	Botswana	58	19	7
11	Liberia	57	30	3
12	Sudan	56	35	7
13	Niger	56	19	18
14	Zambia	49	27	10
15	Ghana	49	25	11
16	Mali	49	21	16
17	Mozambique	49	20	18
18	Uganda	46	19	16
19	Chad	46	17	9
20	Guinea	45	19	14
21	Madagascar	42	17	10
22	Tanzania	40	20	8
23	Malawi	40	13	17
24	Gabon	36	10	0
25	Togo	34	16	5
26	Swaziland	30	9	12
27	Sierra Leone	28	15	0
28	Burundi	28	9	9
29	Burkina Faso	27	15	5
30	Congo	26	13	0
31	Namibia	25	14	5
32	Djibouti	24	16	0
33	Rwanda	23	8	11
34	Somalia	21	21	0
35	Mauritania	21	11	0
36	Central African Republic	20	10	1

**Appendix I  
Staffing Data**

<b>Agriculture<sup>b</sup></b>	<b>Commerce<sup>c</sup></b>	<b>USIA<sup>d</sup></b>	<b>DOD<sup>e</sup></b>	<b>Justice<sup>f</sup></b>	<b>Transportation</b>	<b>Treasury</b>	<b>Peace Corps</b>	<b>Other<sup>g</sup></b>
<b>14</b>	<b>14</b>	<b>136</b>	<b>365</b>	<b>3</b>	<b>3</b>	<b>11</b>	<b>124</b>	<b>14</b>
3	1	9	46	0	0	0	6	1
2	3	16	26	0	0	2	0	0
3	2	6	24	0	0	2	3	5
3	5	13	19	3	0	0	2	0
1	0	6	16	0	2	0	5	0
0	0	9	10	0	0	0	0	2
0	1	4	12	0	0	0	6	0
0	0	3	9	0	0	0	0	0
0	0	3	9	0	0	0	4	0
0	0	13	12	0	0	0	7	0
0	0	3	14	0	1	6	0	0
0	0	2	12	0	0	0	0	0
0	2	1	9	0	0	0	7	0
1	0	3	6	0	0	0	2	0
0	0	4	6	0	0	0	3	0
0	0	1	6	0	0	0	5	0
0	0	2	9	0	0	0	0	0
0	0	2	6	0	0	0	3	0
1	0	1	15	0	0	0	3	0
0	0	1	7	0	0	0	4	0
0	0	3	9	0	0	0	3	0
0	0	2	7	0	0	0	3	0
0	0	1	6	0	0	0	3	0
0	0	13	6	0	0	0	7	0
0	0	2	6	0	0	1	4	0
0	0	1	0	0	0	0	3	5
0	0	1	6	0	0	0	5	1
0	0	1	6	0	0	0	3	0
0	0	1	6	0	0	0	0	0
0	0	2	8	0	0	0	3	0
0	0	1	2	0	0	0	3	0
0	0	0	8	0	0	0	0	0
0	0	1	0	0	0	0	3	0
0	0	0	0	0	0	0	0	0
0	0	0	6	0	0	0	4	0
0	0	0	6	0	0	0	3	0

(continued)

**Appendix I  
Staffing Data**

	<b>Country</b>	<b>Total</b>	<b>State</b>	<b>USAID*</b>
37	Mauritius	18	11	0
38	Benin	18	9	5
39	Guinea-Bissau	15	7	5
40	Angola	14	13	0
41	Lesotho	13	5	4
42	Gambia	13	5	6
43	Eritria	11	10	0
44	Seychelles	10	5	0
45	Cape Verde	9	5	2
46	Equatorial Guinea	8	5	0
47	Comoros*	1	0	0
	<b>East Asia and the Pacific</b>	<b>2,932</b>	<b>1,105</b>	<b>129</b>
1	Japan	561	132	0
2	Thailand	493	172	18
3	Philippines	344	125	42
4	Korea	279	93	0
5	Indonesia	220	78	40
6	China	217	134	0
7	Singapore	185	45	22
8	Hong Kong <sup>b</sup>	169	80	0
9	Australia	163	73	0
10	Malaysia	89	42	0
11	Burma	47	32	0
12	New Zealand	38	20	0
13	Fiji	32	12	6
14	Papua New Guinea	18	11	0
15	Cambodia	18	16	0
16	Laos	13	10	0
17	Mongolia	11	7	1
18	Marshall Islands	11	4	0
19	Micronesia	10	3	0
20	Brunei	5	5	0
21	Western Samoa	4	1	0
22	Solomon Islands*	3	0	0
23	Palau	2	2	0
	<b>Near East</b>	<b>2,986</b>	<b>692</b>	<b>173</b>
1	Saudi Arabia	1,395	92	0
2	Egypt	488	102	110

**Appendix I  
Staffing Data**

Agriculture <sup>b</sup>	Commerce <sup>c</sup>	USIA <sup>d</sup>	DOD <sup>e</sup>	Justice <sup>f</sup>	Transportation	Treasury	Peace Corps	Other <sup>g</sup>
0	0	1	6	0	0	0	0	0
0	0	1	0	0	0	0	3	0
0	0	0	0	0	0	0	3	0
0	0	1	0	0	0	0	0	0
0	0	1	0	0	0	0	3	0
0	0	0	0	0	0	0	2	0
0	0	1	0	0	0	0	0	0
0	0	0	4	0	0	0	1	0
0	0	0	0	0	0	0	2	0
0	0	0	0	0	0	0	3	0
0	0	0	0	0	0	0	1	0
<b>39</b>	<b>76</b>	<b>158</b>	<b>1,019</b>	<b>108</b>	<b>171</b>	<b>37</b>	<b>44</b>	<b>54</b>
7	23	25	189	7	147	11	0	20
1	2	16	210	55	1	3	5	10
2	5	30	105	9	1	7	5	13
4	8	17	143	6	0	3	0	5
6	5	14	76	0	1	0	0	0
6	12	24	35	0	1	2	3	0
2	4	2	89	5	14	2	0	0
2	5	10	47	13	0	7	0	5
4	7	7	61	7	1	2	0	1
2	3	4	35	3	0	0	0	0
0	0	2	10	3	0	0	0	0
1	1	2	14	0	0	0	0	0
0	0	1	2	0	0	0	11	0
0	0	1	2	0	0	0	4	0
0	0	1	1	0	0	0	0	0
0	0	1	0	0	0	0	2	0
0	0	1	0	0	0	0	2	0
0	0	0	0	0	5	0	2	0
2	1	0	0	0	0	0	4	0
0	0	0	0	0	0	0	0	0
0	0	0	0	0	0	0	3	0
0	0	0	0	0	0	0	3	0
0	0	0	0	0	0	0	0	0
<b>18</b>	<b>22</b>	<b>83</b>	<b>1,893</b>	<b>3</b>	<b>36</b>	<b>14</b>	<b>6</b>	<b>46</b>
5	11	9	1,219	0	17	11	0	31
4	4	13	251	3	0	1	0	0

(continued)

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Staffing Data**

	<b>Country</b>	<b>Total</b>	<b>State</b>	<b>USAID*</b>
3	Israel	156	69	1
4	Kuwait	137	41	0
5	Morocco	137	53	25
6	Jordan	116	52	15
7	United Arab Emirates	93	34	0
8	Tunisia	90	47	7
9	Bahrain	75	28	0
10	Oman	64	23	4
11	Syria	49	34	0
12	Yemen	49	23	10
13	Algeria	45	24	0
14	Jerusalem <sup>h</sup>	33	25	0
15	Lebanon	28	21	1
16	Iraq	12	9	0
17	Qatar	10	6	0
18	Afghanistan*	9	9	0
	<b>Europe and Canada</b>	<b>6,609</b>	<b>2,482</b>	<b>74</b>
1	Germany	1,081	322	10
2	Canada	637	98	0
3	United Kingdom	523	125	0
4	Italy	402	140	4
5	France	391	204	4
6	Belgium	382	138	0
7	Spain	341	72	0
8	Turkey	341	91	0
9	Russia	293	148	10
10	Greece	263	142	0
11	Austria	196	95	0
12	Switzerland	186	112	0
13	Poland	154	79	9
14	Netherlands	151	42	0
15	Portugal	118	47	2
16	Denmark	83	26	0
17	Hungary	81	41	0
18	Romania	74	40	5
19	Czech Republic	65	31	0
20	Finland	65	36	0
21	Cyprus	64	32	0

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<b>Agriculture<sup>b</sup></b>	<b>Commerce<sup>c</sup></b>	<b>USIA<sup>d</sup></b>	<b>DOD<sup>e</sup></b>	<b>Justice<sup>f</sup></b>	<b>Transportation</b>	<b>Treasury</b>	<b>Peace Corps</b>	<b>Other<sup>g</sup></b>
0	1	6	74	0	0	0	0	5
0	2	2	71	0	15	2	0	4
2	1	20	34	0	0	0	2	0
0	0	6	39	0	0	0	0	4
3	1	1	54	0	0	0	0	0
2	0	6	24	0	0	0	2	2
0	0	1	42	0	4	0	0	0
0	0	2	35	0	0	0	0	0
0	0	4	11	0	0	0	0	0
0	0	3	11	0	0	0	2	0
2	1	5	13	0	0	0	0	0
0	0	2	6	0	0	0	0	0
0	0	0	6	0	0	0	0	0
0	1	2	0	0	0	0	0	0
0	0	1	3	0	0	0	0	0
0	0	0	0	0	0	0	0	0
<b>67</b>	<b>104</b>	<b>278</b>	<b>2,491</b>	<b>333</b>	<b>274</b>	<b>283</b>	<b>72</b>	<b>151</b>
6	13	34	557	25	65	21	0	28
5	11	6	179	170	0	167	0	1
4	7	9	257	15	50	20	0	36
7	8	15	119	27	58	18	0	6
6	11	15	101	14	2	24	0	10
8	4	12	158	7	44	4	0	7
2	4	11	215	5	30	0	0	3
1	3	9	208	9	20	0	0	0
3	9	22	68	3	1	4	13	12
1	4	26	78	11	1	0	0	0
3	3	17	53	12	2	3	0	8
4	6	4	32	7	0	1	0	20
3	2	18	33	0	0	0	5	5
7	4	3	76	6	0	9	0	4
2	1	3	63	0	0	0	0	0
1	1	2	49	3	1	0	0	0
0	2	6	27	0	0	0	4	1
0	1	7	18	0	0	0	3	0
0	1	7	22	0	0	0	4	0
0	3	2	24	0	0	0	0	0
0	0	1	19	5	0	0	0	7

(continued)

**Appendix I  
Staffing Data**

	<b>Country</b>	<b>Total</b>	<b>State</b>	<b>USAID<sup>a</sup></b>
22	Sweden	60	37	0
23	Serbia-Montenegro	58	31	0
24	Ukraine	58	29	9
25	Norway	53	29	0
26	Bulgaria	52	27	4
27	Ireland	38	23	0
28	Kazakhstan	32	16	6
29	Croatia	30	17	1
30	Bermuda	26	3	0
31	Slovak Republic	23	12	4
32	Uzbekistan	22	15	0
33	Albania	21	12	2
34	Armenia	21	14	0
35	Luxembourg	20	12	0
36	Malta	20	13	0
37	Belarus	19	11	0
38	Iceland	18	10	0
39	Latvia	17	11	1
40	Georgia	15	13	0
41	Lithuania	14	9	2
42	Holy See	14	8	0
43	Kyrgyzstan	14	10	0
44	Moldova	13	10	0
45	Turkmenistan	13	10	0
46	Azerbaijan	13	11	0
47	Estonia	10	8	1
48	Tajikistan	10	10	0
49	Slovenia	6	5	0
50	Bosnia-Herzegovina	6	5	0
51	Former Yugoslav Republic of Macedonia	1	0	0
	<b>Latin America and the Caribbean</b>	<b>3,442</b>	<b>1,455</b>	<b>303</b>
1	Mexico	479	210	1
2	Brazil	257	131	2
3	Colombia	211	96	2
4	Honduras	202	61	31
5	El Salvador	188	66	38



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	<b>Country</b>	<b>Total</b>	<b>State</b>	<b>USAID*</b>
6	Bolivia	183	57	28
7	Venezuela	161	69	0
8	Peru	152	73	19
9	Bahamas	150	17	0
10	Panama	149	56	10
11	Guatemala	132	48	21
12	Argentina	116	53	0
13	Ecuador	116	50	17
14	Dominican Republic	108	56	17
15	Costa Rica	108	45	25
16	Jamaica	100	50	19
17	Chile	99	48	1
18	Nicaragua	94	43	30
19	Haiti	86	42	17
20	Barbados	71	33	16
21	Uruguay	60	27	1
22	Paraguay	51	21	1
23	Cuba	38	27	0
24	Belize	33	13	6
25	Trinidad and Tobago	30	20	0
26	Guyana	28	20	1
27	Suriname	21	13	0
28	Netherlands Antilles	11	4	0
29	Antigua and Barbuda*	5	3	0
30	Grenada	3	3	0
	<b>South Asia</b>	<b>727</b>	<b>348</b>	<b>136</b>
1	Pakistan	261	124	57
2	India	259	139	14
3	Bangladesh	84	34	34
4	Sri Lanka	69	28	17
5	Nepal	54	23	14

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Agriculture <sup>b</sup>	Commerce <sup>c</sup>	USIA <sup>d</sup>	DOD <sup>e</sup>	Justice <sup>f</sup>	Transportation	Treasury	Peace Corps	Other <sup>g</sup>
0	0	4	37	53	0	0	3	1
3	3	7	51	15	1	8	0	4
1	1	7	30	21	0	0	0	0
2	0	1	34	61	0	35	0	0
2	2	5	45	11	1	5	2	10
11	1	5	30	9	0	0	4	3
3	2	9	39	7	1	0	2	0
1	1	6	28	10	0	0	2	1
3	1	2	21	4	0	1	3	0
4	1	8	14	6	2	0	3	0
1	2	2	16	4	0	0	5	1
3	3	5	31	5	0	0	2	1
0	0	3	16	0	0	0	2	0
2	0	3	17	2	1	0	2	0
0	0	2	14	6	0	0	0	0
0	0	2	14	12	0	2	2	0
0	0	3	15	3	0	0	3	5
0	0	1	10	0	0	0	0	0
1	0	3	5	2	0	0	3	0
0	1	1	8	0	0	0	0	0
0	0	1	6	0	0	0	0	0
0	0	0	8	0	0	0	0	0
0	0	0	0	7	0	0	0	0
0	0	2	0	0	0	0	0	0
0	0	0	0	0	0	0	0	0
<b>5</b>	<b>7</b>	<b>63</b>	<b>128</b>	<b>29</b>	<b>0</b>	<b>3</b>	<b>6</b>	<b>2</b>
1	1	14	38	22	0	3	0	1
4	6	28	61	7	0	0	0	0
0	0	5	10	0	0	0	0	1
0	0	13	11	0	0	0	0	0
0	0	3	8	0	0	0	6	0

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Staffing Data**

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Source: U.S. Department of State, Bureau of Finance and Management Policy.

(\*)State has closed these posts. However, other agencies may continue to maintain staff at some of these locations. In addition, State may continue to carry position data in its database because (1) it is anticipated that the post might reopen, (2) data from other agencies have not been updated, or (3) corrections have not been made to the data system to assign remaining positions to another post.

<sup>a</sup>Staffing data provided by USAID showed that it had 1,133 U.S. direct-hire positions in 1994, 121 less than the 1,254 authorized level reported from State's database. In addition, there were some discrepancies in the distribution of these positions. For example, according to USAID officials, no positions are authorized for the following countries: Central African Republic, Portugal, Togo, and Zaire. However, as shown above, information from State's database continues to reflect USAID presence in these locations. Agency officials also told us that USAID plans to reduce or eliminate positions authorized for several countries in which the agency currently maintains a presence.

<sup>b</sup>The Department of Agriculture includes primarily the Foreign Agricultural Service, Animal and Plant Health Inspection Service, and Agricultural Research Service.

<sup>c</sup>The Department of Commerce includes US&FCS, Bureau of Census, National Oceanic and Atmospheric Administration, U.S. Travel and Tourism Administration, and other subordinate agencies.

<sup>d</sup>Staffing data provided by USIA showed that, in general, its 1994 figures were comparable to those reported from State's database.

<sup>e</sup>DOD includes Defense Intelligence Agency, Defense Mapping Agency, Marine Corps security guards, Naval Support Unit (Seabees), security assistance and associated personnel, and other defense personnel.

<sup>f</sup>The Department of Justice includes Drug Enforcement Administration, Federal Bureau of Investigation, Immigration and Naturalization Service, and other subordinate agencies.

<sup>g</sup>Other agencies include American Battle Monuments Commission, Arms Control and Disarmament Agency, Department of Energy, Environmental Protection Agency, Foreign Broadcast Information Service, Federal Emergency Management Agency, General Services Administration, Department of Health and Human Services, Trade and Development Program, Department of Interior, Japan-U.S. Friendship Commission, National Aeronautics and Space Administration, National Science Foundation, U.S. Trade Representative, and Department of Veterans Affairs.

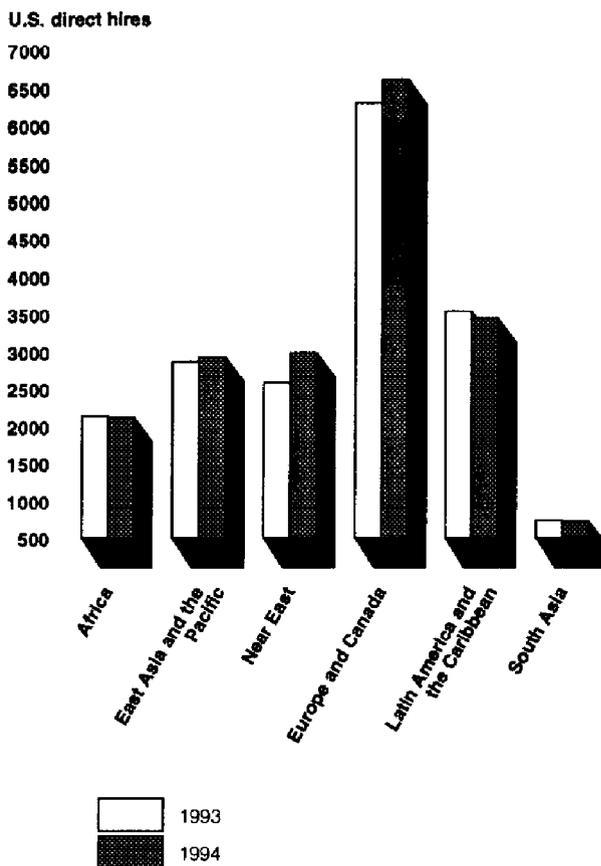
<sup>h</sup>The consulates general in Hong Kong and Jerusalem are independent foreign service posts.

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## **Staffing Changes in the Regions Varied**

The largest staffing decrease between 1993 and 1994 was in the Latin America and the Caribbean region, with an overall decrease of over 90 positions, or about a 3-percent reduction. Africa and South Asia both show smaller decreases. The Near East region showed the largest increase—up by nearly 400 positions or an increase of 15 percent. The U.S. presence in Europe and Canada grew by about 300 positions due primarily to increases in nonforeign affairs agencies such as the Departments of Justice and Transportation. Staffing levels in East Asia and the Pacific went up by about 60 positions or a 2-percent growth. (See fig. I.6.)

**Figure I.6: Change in U.S. Direct-Hire Staffing Levels by Region Between 1993 and 1994**



## Staffing Levels Vary Widely

The United States maintains a presence in 169 countries: 51 countries in Europe and Canada, 45 in Africa, 29 in Latin America and the Caribbean, 22 in East Asia and the Pacific, 17 in the Near East, and 5 in South Asia. Staffing levels vary widely, ranging anywhere from a 1-person post in the Former Yugoslav Republic of Macedonia to about 1,100 U.S. direct-hire and 800 foreign service national employees in Germany. The median staffing level for a country is about 100 personnel—50 U.S. direct hires and 50 foreign service national employees. That is, half of the countries with a U.S. presence are staffed with 100 or more employees, and the remaining half have fewer than 100 employees.

Based on the number of U.S. direct hires and locally hired staff, 8 countries have staffing levels that exceed 1,000—Germany, Saudi Arabia, the Philippines, Japan, Mexico, Thailand, Egypt, and France. The U.S.

presence in Saudi Arabia is the second largest, primarily because of DOD. The largest locally hired workforce is in the Philippines where 8 agencies employ over 1,000 foreign service nationals. In the top 25 countries, the workforce consists of 380 employees or more U.S. direct-hire and foreign service national employees. About one-third of the countries have 30 or less American direct hires working at post.

Figure I.7 shows the countries with the largest U.S. direct-hire and foreign service national staffing, while table I.3 provides the U.S. direct-hire and foreign service national staffing levels for each country with a U.S. presence.

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Figure I.7: The Top 25 Countries With the Largest Staffing



Rank	Country	U.S. direct hires	Foreign service nationals	Total
1	Germany	1,081	825	1,906
2	Saudi Arabia	1,395	246	1,641
3	Philippines	344	1,020	1,364
4	Japan	561	707	1,268
5	Mexico	479	773	1,252
6	Thailand	493	750	1,243
7	Egypt	488	614	1,102
8	France	392	652	1,044
9	United Kingdom	523	384	907
10	Canada	645	223	868
11	Italy	402	412	814
12	Greece	263	496	759
13	India	259	395	654
14	Belgium	382	248	630
15	Korea	279	341	620
16	Brazil	257	326	583
17	Indonesia	223	335	558
18	Turkey	341	208	549
19	Spain	342	171	513
20	Austria	215	235	450
21	Hong Kong	169	271	440
22	Pakistan	261	171	432
23	Morocco	137	260	397
24	Poland	154	231	385
25	Kenya	206	174	380

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**Table I.3: List of Countries in Rank Order Based on the Level of Staffing**

Ranking based on			U.S. direct hires				Foreign service nationals	
Total staffing	U.S. direct hires	Foreign service nationals	Country	State	Other U.S. government	Total	Foreign service nationals	Total
1	2	2	Germany	277	804	1,081	825	1,906
2	1	18	Saudi Arabia	65	1,330	1,395	246	1,641
3	12	1	Philippines	100	244	344	1,020	1,364
4	4	5	Japan	120	441	561	707	1,268
5	8	3	Mexico	180	299	479	773	1,252
6	6	4	Thailand	125	368	493	750	1,243
7	7	7	Egypt	90	398	488	614	1,102
8	10	6	France	162	230	392	652	1,044
9	5	11	United Kingdom	99	424	523	384	907
10	3	22	Canada	98	547	645	223	868
11	9	9	Italy	111	291	402	412	814
12	17	8	Greece	60	203	263	496	759
13	19	10	India	109	150	259	395	654
14	11	17	Belgium	115	267	382	248	630
15	16	12	Korea	71	208	279	341	620
16	20	14	Brazil	92	165	257	326	583
17	21	13	Indonesia	63	160	223	335	558
18	14	24	Turkey	73	268	341	208	549
19	13	30*	Spain	56	286	342	171	513
20	23	19	Austria	82	133	215	235	450
21	31	15	Hong Kong <sup>a</sup>	59	110	169	271	440
22	18	30*	Pakistan	103	158	261	171	432
23	41*	16	Morocco	43	94	137	260	397
24	35	20*	Poland	72	82	154	231	385
25	25	29	Kenya	53	153	206	174	380
26	24	34	Colombia	77	134	211	158	369
27*	26	33	Honduras	41	161	202	163	365
27*	34	23	Israel	55	101	156	209	365
29	36*	25	Panama	50	102	152	204	356
30	36*	26	Peru	56	96	152	198	350
31	15	79*	Russia	142	150	292	56	348
32	27	37	El Salvador	48	140	188	140	328
33	29	45	Singapore	36	148	184	126	310
34	49	28	Nigeria	54	61	115	184	299

(continued)

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Ranking based on			U.S. direct hires				Foreign service nationals	
Total staffing	U.S. direct hires	Foreign service nationals	Country	State	Other U.S. government	Total	Foreign service nationals	Total
35	30	49	Bolivia	42	141	183	115	298
36	28	51	Switzerland	81	105	186	111	297
37	32	43	Australia	59	104	163	128	291
38*	33	44	Venezuela	50	111	161	127	288
38*	79	20*	Liberia	20	37	57	231	288
40	39	42	South Africa	78	72	150	129	279
41	50*	32	Dominican Republic	50	58	108	166	274
42	41*	40	Cote d'Ivoire	41	96	137	135	272
43*	44	38*	Guatemala	37	95	132	137	269
43*	46*	35*	Argentina	39	77	116	153	269
45	38	50	Netherlands	31	120	151	114	265
46	46*	38*	Ecuador	36	80	116	137	253
47	57	35*	Tunisia	43	47	90	153	243
48	50*	41	Costa Rica	30	78	108	130	238
49*	45	48	Portugal	36	82	118	116	234
49*	46*	47	Jordan	42	74	116	118	234
51	22	145*	China	128	89	217	10	227
52	52*	46	Jamaica	43	56	99	120	219
53	108*	27	Croatia	15	15	30	187	217
54	52*	52	Chile	37	62	99	109	208
55	59	53	Haiti	38	48	86	108	194
56	41*	84	Kuwait	34	103	137	51	188
57	58	55	Malaysia	33	56	89	96	185
58	54	60	Senegal	30	68	98	79	177
59	39*	116	Bahamas	17	133	150	25	175
60	60	59	Bangladesh	32	52	84	80	164
61	70*	56	Cameroon	25	39	64	93	157
62	55	75*	Nicaragua	42	52	94	61	155
63*	66	58	Barbados	26	45	71	83	154
63*	62*	64*	Hungary	36	45	81	73	154
65	86	54	Paraguay	16	35	51	100	151
66	62*	68	Zaire	33	48	81	68	149
67	67	62*	Sri Lanka	26	43	69	77	146
68	56	85*	United Arab Emirates	26	67	93	50	143
69	61	78	Denmark	18	65	83	57	140
70	64	72*	Bahrain	17	58	75	63	138

(continued)

**Appendix I  
Staffing Data**

Total staffing	Ranking based on		Country	U.S. direct hires			Foreign service nationals	
	U.S. direct hires	Foreign service nationals		State	Other U.S. government	Total	Foreign service nationals	Total
71	70*	64*	Cyprus	24	40	64	73	137
72	65	74	Romania	40	34	74	62	136
73	93	57	Burma	24	23	47	88	135
74	82	61	Nepal	17	37	54	78	132
75	73*	66*	Uruguay	22	38	60	70	130
76	73*	69	Sweden	23	37	60	67	127
77	87*	62*	Ghana	23	26	49	77	126
78	80*	72*	Sudan	30	26	56	63	119
79*	68*	85*	Finland	30	35	65	50	115
79*	87*	70	Syria	35	14	49	66	115
81	87*	71	Mali	19	30	49	65	114
82	87*	75*	Yemen	20	29	49	61	110
83*	73*	87*	Ethiopia	27	33	60	49	109
83*	80*	82	Niger	13	43	56	53	109
85	83	81	Norway	19	34	53	54	107
86	73*	95*	Zimbabwe	24	36	60	42	102
87*	84*	91*	Bulgaria	24	28	52	47	99
87*	77*	97	Botswana	16	42	58	41	99
89	101*	77	Ireland	23	15	38	60	98
89*	111*	66*	Lebanon	18	10	28	70	98
91	70*	110	Oman	17	47	64	30	94
92*	84*	98*	Serbia-Montenegro	23	29	52	40	92
92*	96*	91*	Algeria	21	24	45	47	92
92*	99*	83	Tanzania	17	23	40	52	92
95	101*	89*	New Zealand	18	20	38	48	86
96*	104	87*	Togo	13	21	34	49	83
96*	115*	79*	Burkina Faso	15	12	27	56	83
98	87*	104*	Zambia	21	28	49	33	82
99	96*	104*	Guinea	15	30	45	33	78
100	108*	91*	Swaziland	9	21	30	47	77
101	111*	89*	Sierra Leone	11	17	28	48	76
102	98	107*	Madagascar	16	26	42	31	73
103	105*	100*	Belize	12	21	33	39	72
104	94*	117	Uganda	15	31	46	24	70
105	108*	100*	Trinidad and Tobago	20	10	30	39	69
106*	111*	98*	Guyana	18	10	28	40	68

(continued)

**Appendix I  
Staffing Data**

Ranking based on			U.S. direct hires				Foreign service nationals	
Total staffing	U.S. direct hires	Foreign service nationals	Country	State	Other U.S. government	Total	Foreign service nationals	Total
106*	87*	123*	Mozambique	17	32	49	19	68
106*	99*	113	Malawi	13	27	40	28	68
106*	105*	103	Jerusalem <sup>a</sup>	25	8	33	35	68
110	68*	166*	Czech Republic	28	37	65	2	67
111	77*	147*	Ukraine	25	33	58	8	66
112*	94*	125*	Chad	12	34	46	18	64
112*	126*	94	Mauritania	10	11	21	43	64
114	111*	104*	Burundi	9	19	28	33	61
115	115*	107*	Fiji	10	17	27	31	58
116	146*	95*	Laos	10	3	13	42	55
117	146*	102	Sao Tome and Principe <sup>b</sup>	0	13	13	38	51
118	122*	114	Rwanda	8	15	23	27	50
119*	122*	115	Gabon	10	13	23	26	49
119*	134*	107*	Mauritius	8	10	18	31	49
121	107	137*	Kazakhstan	14	18	32	15	47
122	117*	123*	Congo	11	15	26	19	45
123	126*	118*	Somalia	13	8	21	22	43
124*	130*	120	Luxembourg	9	11	20	21	41
124*	153	111*	Iraq	2	10	12	29	41
126*	120*	132*	Djibouti	12	12	24	16	40
126*	134*	118*	Benin	8	10	18	22	40
126*	125	125*	Uzbekistan	13	9	22	18	40
129*	126*	125*	Albania	10	11	21	18	39
129*	122*	132*	Slovak Republic	10	13	23	16	39
131*	101*	170*	Cuba	27	11	38	0	38
131*	134*	121*	Papua New Guinea	11	7	18	20	38
131*	163*	111*	Afghanistan <sup>c</sup>	6	3	9	29	38
131*	130*	125*	Central African Republic	10	10	20	18	38
135*	126*	132*	Suriname	11	10	21	16	37
135*	130*	130*	Malta	13	7	20	17	37
137	134*	125*	Iceland	10	8	18	18	36
138	119	145*	Namibia	11	14	25	10	35
139*	117*	151	Bermuda	3	23	26	7	33
139*	146*	121*	Lesotho	5	8	13	20	33
141	134*	140*	Cambodia	16	2	18	14	32
142*	140*	137*	Guinea Bissau	7	8	15	15	30

(continued)

**Appendix I  
Staffing Data**

Total staffing	Ranking based on		U.S. direct hires			Foreign service nationals		Total
	U.S. direct hires	Foreign service nationals	Country	State	Other U.S. government	Foreign service nationals		
142*	146*	130*	Gambia	5	8	13	17	30
144	142*	137*	Angola	10	4	14	15	29
145	120*	157*	Armenia	15	9	24	4	28
146	158*	132*	Micronesia	3	7	10	16	26
147	133	152*	Belarus	9	10	19	6	25
148	158*	142*	Qatar	6	4	10	13	23
149*	163*	142*	Cape Verde	5	4	9	13	22
149*	139	152*	Latvia	9	7	16	6	22
151*	169*	140*	Antigua and Barbuda <sup>c</sup>	3	2	5	14	19
151*	154*	147*	Netherlands Antilles	4	7	11	8	19
151*	173*	132*	Grenada	3	0	3	16	19
151*	142*	156	Holy See	8	6	14	5	19
155*	158*	147*	Seychelles	5	5	10	8	18
155*	142*	157*	Kyrgyzstan	8	6	14	4	18
157*	140*	166*	Georgia	11	4	15	2	17
157*	146*	157*	Moldova	8	5	13	4	17
157*	146*	157*	Turkmenistan	8	5	13	4	17
157*	173*	142*	Solomon Islands <sup>c</sup>	0	3	3	13	16
161	154*	157*	Marshall Islands	4	7	11	4	15
162*	165	152*	Equatorial Guinea	5	3	8	6	14
162*	142*	170*	Lithuania	9	5	14	0	14
164	146*	170*	Azerbaijan	9	4	13	0	13
165	154*	169	Eritrea	7	4	11	1	12
166*	169*	152*	Brunei	5	0	5	6	11
166*	154*	170*	Mongolia	7	4	11	0	11
168*	175*	147*	French Caribbean Dept. <sup>c</sup>	2	0	2	8	10
168*	158*	170*	Estonia	8	2	10	0	10
168*	158*	170*	Tajikistan	8	2	10	0	10
171	166*	162*	Slovenia	5	1	6	3	9
172	171*	162*	Western Samoa	1	3	4	3	7
173*	166*	170*	Bosnia-Herzegovina	5	1	6	0	6
175*	177*	162*	Comoros <sup>c</sup>	0	1	1	3	4
175*	177*	162*	Tongatabu Group <sup>d</sup>	0	1	1	3	4
175*	175*	166*	Palau	2	0	2	2	4

(continued)

**Appendix I  
Staffing Data**

Ranking based on			U.S. direct hires				Foreign service nationals	
Total staffing	U.S. direct hires	Foreign service nationals	Country	State	Other U.S. government	Total	Foreign service nationals	Total
175*	171*	170*	Kiribati <sup>d</sup>	0	4	4	0	4
179*	177*	170*	Cayman Islands <sup>e</sup>	0	1	1	0	1
179*	177*	170*	Former Yugoslav Republic of Macedonia	0	1	1	0	1

An asterisk (\*) means that this ranking is tied with one or more other countries.

<sup>a</sup>The consulates general in Hong Kong and Jerusalem are independent foreign service posts.

<sup>b</sup>No post at this location. Positions for Sao Tome and Principe report to the Chief of Mission in, and should be included in the post totals for, Gabon.

<sup>c</sup>Post has closed. However, State may continue to carry position data in its database because (1) it is anticipated that the post might reopen, (2) data from other agencies have not been updated, or (3) corrections have not been made to the data system to assign remaining positions to another post.

<sup>d</sup>No post at this location. Positions for Kiribati and Tongatabu Group report to the Chief of Mission in, and should be included in the post total for, Fiji.

<sup>e</sup>No post at this location. Positions for the Cayman Islands report to the Chief of Mission in, and should be included in the post total for, Jamaica.

## Number and Types of Posts

There are presently 260 U.S. diplomatic posts overseas. Of these, 162 are embassies, 67 consulates general and 17 consulates, 8 U.S. missions to multilateral organizations, 3 embassy branch offices, 2 liaison offices, and an interest section. There are 93 posts in Europe and Canada (36 percent of all posts); 50 posts in Africa (19 percent of all posts); 43 posts in Latin America and the Caribbean (17 percent of all posts); 42 posts in East Asia and the Pacific (16 percent of all posts); 21 posts in the Near East (8 percent of all posts); and 11 posts in South Asia (4 percent of all posts).

The number and types of posts vary greatly from region to region. In three regions—Africa, the Near East, and South Asia—there are few constituent posts. According to State officials, with few constituent posts remaining in these regions, any downsizing and post closing initiatives that State may have to undertake will likely have to consider not only consulates and other constituent posts but, possibly, some embassies as well.

In general, the proportion of U.S. direct hires assigned to a region reflects the proportion of the U.S. posts in that region. For example, South Asia, which has 4 percent of U.S. direct hires overseas, also has 4 percent of

U.S. posts worldwide. East Asia and the Pacific has 16 percent of the posts and, correspondingly, 16 percent of the U.S. direct hires. Similarly, Europe and Canada represent about one-third of U.S. direct hires and U.S. posts worldwide. However, two regions—Africa and the Near East—show sizable variations. Africa has 19 percent of U.S. posts, yet it only has 11 percent of all U.S. direct hires overseas. Conversely, the Near East represents 8 percent of U.S. posts but 16 percent of U.S. direct hires. These numbers are illustrated in figures I.8 through I.10.

Figure I.8: Distribution of U.S. Diplomatic Posts by Region (1994)

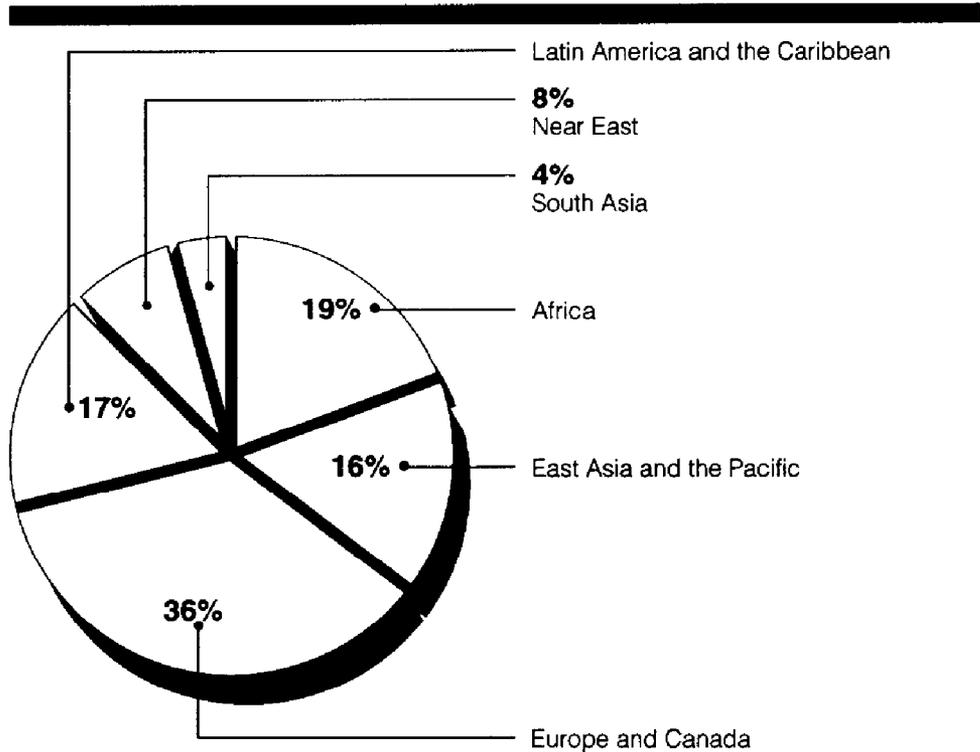
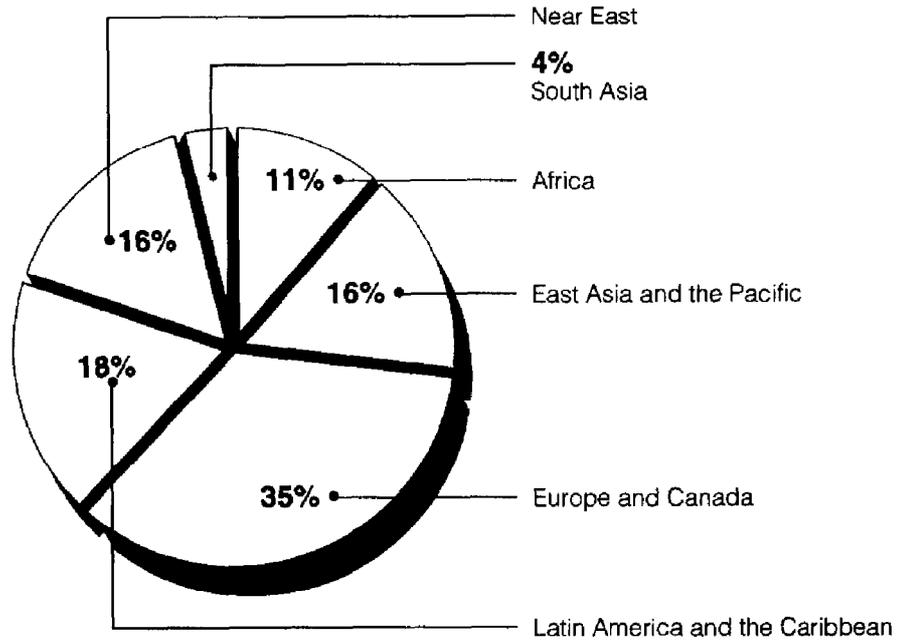
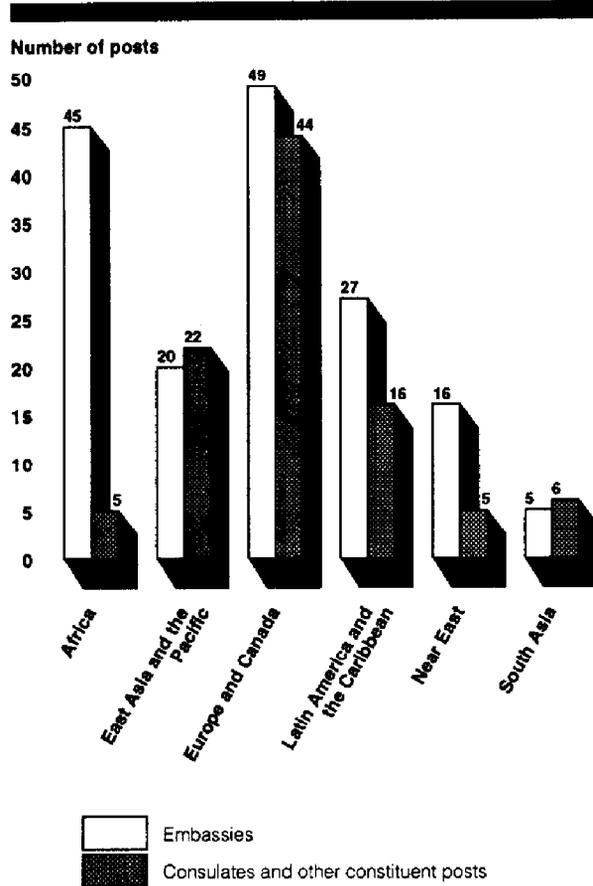


Figure I.9: Distribution of U.S. Direct Hires by Region (1994)



**Appendix I  
Staffing Data**

**Figure I.10: Number of U.S. Diplomatic Posts by Region and Type of Post (1994)**



Note: Other constituent posts include U.S. missions to multilateral organizations, embassy branch offices, liaison offices, and interest sections.

There are multiple posts in 35 countries—15 in Europe, 8 in East Asia and the Pacific, 5 in North and South America, 3 in the Near East, 2 in Africa, and 2 in South Asia. Of these, there are 2 posts in 13 countries, 3 to 4 posts in 13 countries, 5 to 6 posts in 6 countries, and 7 to 9 posts in 3 countries. (See fig. I.11.) For example, Mexico has four consulates and four consulates general in addition to the embassy in Mexico City—a total of nine posts. In Switzerland, Bern has an embassy and Zurich has a

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**Appendix I  
Staffing Data**

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consulate general in addition to the U.S. mission to Geneva.<sup>2</sup> Other countries with two or three posts include Indonesia, Spain, Romania, Morocco, Ecuador, and United Arab Emirates.

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<sup>2</sup>The U.S. mission to Geneva provides permanent representation to U.N. organizations and other international organizations headquartered in Geneva. The mission also provides support for over 300 international conferences a year. In addition, the U.S. Trade Representative and Arms Control and Disarmament Agency have U.S. missions in Geneva.

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Staffing Data**

**Figure I.11: Countries With Multiple Posts**

	2 Posts	3 Posts	4 Posts	5 Posts	6 Posts	7 Posts	8 Posts	9 Posts
Australia				●				
Austria	●							
Belgium		●						
Brazil				●				
Canada							●	
China				●				
Colombia	●							
Ecuador	●							
France					●			
Germany						●		
Greece	●							
India			●					
Indonesia		●						
Italy				●				
Japan					●			
Korea	●							
Mexico								●
Morocco	●							
Netherlands	●							
New Zealand	●							
Nigeria	●							
Pakistan			●					
Philippines	●							
Poland		●						
Portugal	●							
Romania	●							
Russia			●					
Saudi Arabia		●						
South Africa			●					
Spain		●						
Switzerland		●						
Thailand		●						
Turkey		●						
United Arab Emirates	●							
United Kingdom		●						

## U.S. Presence Overseas Expands

At present, the United States has 260 U.S. diplomatic posts overseas, compared to 233 posts a decade ago. In 1992, State conducted a post-closing exercise that culminated in a proposal to close 20 posts, 17 of which have been closed in 1993 and 1994.<sup>3</sup> A number of the posts closed, such as Moroni and Honiara, had opened within the last 10 years. Table I.4 lists post closings and post openings, including those upgraded or reopened, since 1984.

**Table I.4: Post Closings and Openings  
(1984 to 1994)**

Year	Posts closed	Posts opened <sup>a</sup>
1984	None	Bandar Seri Begawan, Brunei (upgraded from C to E) Pusan, Korea (C) Riyadh, Saudi Arabia (upgraded from CG to E) St. George's, Grenada (E) Shenyang, China (C) Vatican City, The Holy See (E)
1985-86	Blantyre, Malawi (BO) Bremen, Germany (C) Rotterdam, The Netherlands (C) Salvador da Bahai, Brazil (C) Seville, Spain (C) Trieste, Italy (C) Winnipeg, Canada (C)	Chengdu, China (C) Dubai, United Arab Emirates (C) Moroni, Comoros (E) Malabo, Equatorial Guinea (E)
1987-88	Nice, France (C) Dusseldorf, Germany (C) Goteborg, Sweden (C) Tangier, Morocco (CG) Turin, Italy (C)	Apia, Western Samoa (E) Honiara, Solomon Islands (upgraded from C to E) Ulaan Bataar, Mongolia (E) Koror, Palau (upgraded from LO to E)
1989-90	Berlin, German Democratic Republic (E)	Kolonia, Micronesia (upgraded from Representative Office to E) Majuro, Marshall Islands (upgraded from Representative Office to E) Windhoek, Namibia (E)

(continued)

<sup>3</sup>State Department: Staffing Process Not Linked to Policy Priorities (GAO/NSIAD-94-228, Sept. 20, 1994) provides additional information on the post-closing exercise.

**Appendix I  
Staffing Data**

<b>Year</b>	<b>Posts closed</b>	<b>Posts opened<sup>a</sup></b>
1991-92	Oporto, Portugal (C) Antwerp, Belgium (CG) Lyon, France (CG) Lubumbashi, Zaire (CG) Mogadishu, Somalia (E)	Almaty, Kazakhstan (E) Ashgabat, Turkmenistan (E) Baku, Azerbaijan (E) Berlin, Germany (upgraded from U.S. mission to BO) Bishkek, Kyrgyzstan (E) Bratislava, Slovak Republic (CG) Chisinau, Moldova (E) Dushanbe, Tajikistan (E) Kiev, Ukraine (upgraded from CG to E) Leipzig, Germany (CG) Ljubljana, Slovenia (E) Luanda, Angola (LO) Minsk, Belarus (E) Riga, Latvia (E) Tallinn, Estonia (E) Tashkent, Uzbekistan (E) Tbilisi, Georgia (E) Tirana, Albania (E) Vladivostok, Russia (CG) Vilnius, Lithuania (E) Yerevan, Armenia (E) Zagreb, Croatia (upgraded from CG to E) Abuja, Nigeria (BO) <sup>p</sup> Phnom Penh, Cambodia (LO)
1993-94	Moroni, Comoros (E) St. Johns, Antigua and Barbuda (E) Honiara, Solomon Islands (E) Oran, Algeria (C) Douala, Cameroon (C) Mombasa, Kenya (C) Kaduna, Nigeria (CG) Fort-de-France, Martinique (CG) Mazatlan, Mexico (C) Maracaibo, Venezuela (C) Salzburg, Austria (CG) Genoa, Italy (CG) Palermo, Sicily (CG) Geneva, Switzerland (BO) Izmir, Turkey (CG) Alexandria, Egypt (CG) Songkhla, Thailand (C)	Asmara, Eritrea (upgraded from C to E) Bratislava, Slovak Republic (upgraded from CG to E) Mogadishu, Somalia (LO) <sup>c</sup> Yekaterinburg, Russia (C) Phnom Penh, Cambodia (upgraded from LO to E) Cluj-Napoca, Romania (BO) Nagoya, Japan (C) Sarajevo, Bosnia (E) Skopje, Macedonia (LO)

(Table notes on next page)

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**Appendix I**  
**Staffing Data**

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**Legend:** BO = Branch office  
C = Consulate  
CG = Consulate general  
E = Embassy  
LO = Liaison office

<sup>a</sup>Some of the posts opened may have been converted from one status to another (e.g., from a former consulate general to an embassy).

<sup>b</sup>Abuja is covered by personnel assigned on temporary duty.

<sup>c</sup>Somalia liaison office is located in Nairobi, Kenya.

# Overseas Costs

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## Limitations on Data

Many of the 10 agencies we reviewed did not have comprehensive data on the costs of their overseas operations. However, agencies provided the most complete cost data they had available for fiscal year 1993. Due to differences in their respective accounting structures, some of the agencies we reviewed could not break out the data in a way that would allow us to present consistent cost categories across the board. For example, for personnel costs, two agencies could not break out the cost of U.S. and foreign national personal services contractors. In addition, allowances that were accounted as personnel costs varied between agencies. To assist the reader, we have noted the elements included in each of the cost categories where necessary. Despite these limitations, the information presented in this fact sheet represents the most complete data available of agencies' overseas costs that, unless otherwise noted, are based on actual obligations in fiscal year 1993.

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## An American Employee Overseas Costs Much More Than a Washington-Based Employee

The costs of stationing U.S. government personnel overseas are high. Some agencies estimate that it costs roughly two to three times more to keep a person abroad than in Washington. For example, USAID estimated that the average cost per agency employee overseas is \$352,000—or roughly three times the \$109,000 average cost for a Washington-based employee. These estimates are based on an allocation of the agency's total overseas operating costs, including the costs of foreign service nationals and personal services contractors, to only U.S. direct hires. (It is not indicative of the actual costs associated directly with each U.S. employee.)

Because of compensatory and incentive allowances and benefits, the U.S. government incurs additional costs to support U.S. direct-hire personnel on overseas assignments.<sup>1</sup> State estimates that the average cost for allowances and benefits to support a new American position overseas is \$93,000. This estimate includes the costs for post travel, educational allowance, hardship pay, language incentive allowance, cost-of-living adjustment, rest and recuperation travel, rent, and miscellaneous expenses.

Foreign service national employees do not receive these benefits, but depending on local employment standards, salaries of foreign nationals can be more than those of American employees. For example, in Japan,

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<sup>1</sup>In 1986, we identified 65 categories of compensatory and incentive allowances and benefits to U.S. direct-hire personnel overseas. Compensatory allowances include pay differentials for such things as differences in living conditions overseas, lack of adequate schooling, and medical facilities. Incentive allowances include free housing and utilities, bonuses for language competency, and rest and recuperation expenses.

the cost of salaries and expenses for a foreign service national employee averages about \$70,000 per year.

For planning and budgeting purposes, State's Office of Budget and Planning has estimated the cost of positions overseas from two different perspectives: (1) costs of adding a new American position and associated start-up expenses and (2) savings from eliminating a position. When adding a new U.S. direct-hire position to an overseas post, the Office uses an estimated cost figure of \$228,000<sup>2</sup> for the first full year—representing \$93,000 for compensatory and incentive allowances and benefits, an average salary of \$60,000, and \$75,000 for other operating expenses. The Office uses an adjusted figure of \$161,000<sup>3</sup> when estimating savings from cutting an American position overseas. This is \$67,000 less than the costs of adding a position because it does not include certain operating costs, such as security, which do not decrease when a position is cut.

Recently, State has been trying to develop better overseas data reflecting actual allotments for each post. Although these data are still preliminary, they indicate that State's planning figure of \$228,000 may understate the actual costs. Based on fiscal year 1993 actual post allotments, preliminary data show that the average cost per State U.S. direct-hire employee is about \$248,000.<sup>4</sup>

The preliminary data show that costs vary significantly by region and post. For example, State's preliminary data show that the average cost per American employee is: \$215,400 in South Asia, \$224,700 in Europe, \$228,300 in East Asia and the Pacific, \$261,600 in Latin America and the Caribbean, \$271,200 in the Near East, and \$285,300 in Africa. To illustrate the variation in costs between countries, table II.1 provides the

<sup>2</sup>The estimated cost for a new American position overseas includes salaries and benefits; post travel; hardship, education, language incentive, and cost-of-living allowances; rest and recuperation travel; field travel; office and household furniture; diplomatic security and information management; miscellaneous costs; representation; rent; and general building maintenance.

<sup>3</sup>Estimated savings from cutting an American position overseas takes into account salaries and benefits; post travel; hardship, education, language incentive, and cost-of-living allowances; rest and recuperation travel; field travel; office and household furniture; miscellaneous costs; and rent. Approximately \$67,000 in start-up and other operating expenses (e.g., building make-ready costs, security, and representation) was deducted from the first full year cost figure of \$228,000.

<sup>4</sup>The estimated cost per American is based on actual post allotments in fiscal year 1993 and American base pay, post differentials, danger pay, American benefits, diplomatic security, circuitry (communication transmission lines), rent or living quarters allowance, and routine maintenance and repair.

**Appendix II  
Overseas Costs**

preliminary cost data per American employee of the State Department in the 14 countries we visited.<sup>5</sup>

**Table II.1: Cost Per American Employee of the State Department in Selected Countries**

Country	Average cost per American employee
Cote d'Ivoire	\$414,777
France	392,976
Denmark	375,180
Benin	348,144
Switzerland	347,587
Spain	330,055
Morocco	252,650
Sweden	245,858
Thailand	242,775
Tunisia	237,601
Philippines	215,244
Costa Rica	195,079
Nepal	185,625
Guyana	155,936

Source: U.S. Department of State, Bureau of Finance and Management Policy, Office of Budget and Planning.

## Cost of Overseas Operations

Our analysis of fiscal year 1993 cost data obtained during our field visits<sup>6</sup> showed that it cost

- over \$100 million to support more than 2,700 American and foreign national employees in embassies in Nepal, Thailand, and the Philippines;
- over \$77 million to support more than 1,000 American and local national employees at 6 posts in France; and
- over \$7.5 million to support about 300 American and local national employees at 3 posts in Switzerland.

For the 10 agencies we surveyed, we identified personnel costs of over \$1.3 billion for salaries and benefits of overseas staff. (See table II.2.) In

<sup>5</sup>Eight of the 14 countries are above the median cost for the region. The estimated median costs for each region are as follows: \$212,700 for South Asia, \$214,300 for Europe, \$215,200 for East Asia and the Pacific, \$227,200 for Latin America and the Caribbean, \$266,200 for the Near East, and \$311,500 for Africa.

<sup>6</sup>These estimates may understate the actual costs because posts could not provide data on all overseas costs incurred by Washington headquarters organizations.

**Appendix II  
Overseas Costs**

addition, the agencies reported spending nearly \$1.3 billion in associated overseas operating costs in fiscal year 1993. In general, personnel costs include the base pay and benefits of U.S. direct hires and foreign service national employees. In addition, personnel costs also include, for a number of agencies, some allowances and the costs of personal services contractors, both U.S. and foreign nationals.

**Table II.2: Personnel Costs<sup>a</sup> of the Overseas Presence of Selected Agencies**

Dollars in thousands

<b>Agency</b>	<b>U.S. direct hires</b>	<b>Foreign service nationals</b>	<b>Total</b>
State	\$511,209.2	\$282,258.2	\$ 793,467.4
Defense Intelligence Agency	2,945.0	4,246.0	7,191.0
Defense Security Assistance Agency			12,500.0 <sup>b</sup>
Drug Enforcement Administration	62,297.6		62,297.6
Federal Bureau of Investigation	9,063.5		9,063.5
FAS	12,084.0	8,369.1	20,453.1
Immigration and Naturalization Service	6,018.6		6,018.6 <sup>c</sup>
USAID	131,820.9+	18,758.2+	219,948.3 <sup>d</sup>
US&FCS	17,412.4	24,334.2	41,746.6
USIA	74,139.0+	87,118.0+	167,283.0 <sup>e</sup>
<b>Total<sup>f</sup></b>			<b>\$1,339,969.1</b>

<sup>a</sup>In general, personnel costs include the base pay and benefits of U.S. direct hires and foreign service nationals. However, for some agencies, certain allowances and the cost of personal services contractors may also be included. Details are provided in tables II.3 through II.12.

<sup>b</sup>A break out of the cost of U.S. direct hires and foreign service nationals is not available. (See table II.5.)

<sup>c</sup>A break out of the cost of foreign service nationals, which is included in operations costs, is not available. (See table II.9.)

<sup>d</sup>Total includes \$69,369,200 for the salaries and benefits of U.S. and foreign national personal services contractors, as well as third country nationals. A break out of the costs is not available. (See table II.10.)

<sup>e</sup>Total includes about \$6 million for the salaries and benefits of U.S. and foreign service national personal services contractors. A break out of the costs is not available. (See table II.12.)

<sup>f</sup>Total personnel cost for the 10 agencies we reviewed is provided. A break out of the total cost of U.S. direct hires and foreign service nationals is not provided since some agencies did not have this break out available.

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## Department of State

The Department's overall responsibility is to assist the President in formulating and executing foreign policy. The Department has three primary roles: formulating foreign policy, conducting foreign relations, and coordinating major overseas programs. Although embassy personnel perform a wide range of activities overseas, the most typical roles include:

- reporting on political and economic activities,
- representing the U.S. position on issues to host countries,
- assisting in the administration of U.S. immigration policies,
- providing services to American citizens, and
- providing logistical/administrative support to State and other agencies at post.<sup>7</sup>

Collateral activities performed by the State Department overseas include negotiating agreements, facilitating trade and investment, and disseminating information on the United States and its foreign policy interests. State also assists in implementing and coordinating a wide range of activities overseas, where the Ambassador, as the President's personal representative, directs and integrates various foreign assistance, law enforcement, and economic programs. State provides policy coordination and program direction on major programs that transcend national boundaries—such as drugs, terrorism, and refugees.

Cost data reported for the State Department are estimates only because existing financial systems do not track overseas versus domestic costs separately. In fiscal year 1993, the cost of State's overseas operations was approximately \$1.6 billion. (See table II.3.)

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<sup>7</sup>Logistical/administrative support includes a wide range of activities such as financial services, communication, and transportation.

**Appendix II  
Overseas Costs**

**Table II.3: Overseas Costs in Fiscal Year 1993 for Department of State**

Dollars in thousands	
Description	Amount
<b>Personnel costs</b>	
U.S. direct hires and personal services contract hires <sup>a</sup>	\$ 511,209.2
Foreign service national direct hires and personal services contract hires <sup>b</sup>	282,258.2
<b>Subtotal</b>	<b>\$ 793,467.4</b>
<b>Other costs</b>	
Equipment <sup>c</sup>	109,618.3
Operations <sup>d</sup>	500,820.7
Security <sup>e</sup>	94,490.9
<b>Subtotal</b>	<b>\$ 704,929.4</b>
Less reimbursements from other agencies	(344,997.0)
<b>Net State Department direct costs</b>	<b>1,153,399.8</b>
Representation	4,942.2
Foreign building operations	430,382.0
<b>Total overseas costs</b>	<b>\$1,588,724.0</b>

Source: U.S. Department of State, Bureau of Finance and Management Policy, Office of Budget and Planning.

<sup>a</sup>Includes base pay, base benefits, and allowances of U.S. direct hires and personal services contractors.

<sup>b</sup>Includes base pay and benefits of foreign service national and personal services contract hires.

<sup>c</sup>Equipment includes maintenance; motor vehicles; furniture, furnishings, and equipment; automated data processing equipment; and communication equipment.

<sup>d</sup>Operations include utilities, supplies, travel, transportation, communication, other contractual support, and miscellaneous costs.

<sup>e</sup>Security includes equipment for local guards and other security costs.

## Defense Intelligence Agency

Overseas, the Defense Intelligence Agency (DIA) operates the Defense Attaché System, composed of offices worldwide that perform a number of activities supporting U.S. military missions. DIA does not station personnel in every country where the United States has an embassy, but assigns personnel overseas based on the relative importance of a particular country to U.S. military activities. The Office of the Defense Attaché reports on foreign military activities to the Joint Chiefs of Staff. In a related capacity, the Office provides information on military activities and acts as a military adviser to the Chief of Mission at each embassy. In those

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**Appendix II  
Overseas Costs**

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countries where no Security Assistance Organization personnel are assigned, the Office of the Defense Attaché administers U.S. military assistance programs.

In fiscal year 1994, the Defense Attaché System had offices in over 100 countries worldwide. DIA estimated that in fiscal year 1993, the total cost of its overseas operations was \$41.7 million (excluding personnel costs funded by individual services). Table II.4 shows a break out of this total.

**Appendix II  
Overseas Costs**

**Table II.4: Overseas Costs in Fiscal Year 1993 for DIA**

Dollars in thousands	
Description	Amount
<b>Personnel costs<sup>a</sup></b>	
U.S. direct hires <sup>b</sup>	\$ 2,945.0
Foreign service national direct hires and personal services contractors <sup>c</sup>	4,246.0
<b>Subtotal</b>	<b>\$ 7,191.0</b>
<b>Other costs</b>	
Equipment <sup>d</sup>	4,979.0
Foreign affairs administrative support and other reimbursable costs	10,616.2
Supplies	1,684.0
Travel <sup>e</sup>	275.0
Other contractual support	3,408.0
Leases:	
Residential <sup>f</sup>	9,640.0
Office <sup>g</sup>	81.0
Extraordinary and emergency expenditures	3,874.6
<b>Subtotal</b>	<b>\$34,557.8</b>
<b>Total overseas costs</b>	<b>\$41,748.8</b>

Source: DIA, National Military Intelligence Collection Center, Operations and Administrative Support Office.

<sup>a</sup>Personnel costs are comprised of only DIA civilians. However, the administrative support costs include overhead for both DIA civilians and military officers and enlisted personnel who together staff the Defense Attaché office.

<sup>b</sup>Includes base pay, benefits, and foreign allowances of U.S. direct hires (DIA civilians only).

<sup>c</sup>Includes base pay and benefits of foreign service national direct hires and foreign national personal services contractors.

<sup>d</sup>Equipment includes equipment maintenance, motor vehicles, furniture/furnishings, and automated data processing equipment.

<sup>e</sup>Includes only DIA civilians. All attaché salaries, permanent change-of-station, and rest and recuperation costs are paid by the individual service. DIA does not pay moving costs.

<sup>f</sup>Represents approximately 300 leases that DIA funds with military construction funds. This cost includes rental, utilities, and minor maintenance costs. It does not include private leases negotiated by an individual and paid for through a housing allowance. The individual services pay the housing allowance.

<sup>g</sup>DIA has only one office in which the lease cost is paid directly. The remaining offices are paid through the foreign affairs administrative support system.

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## Defense Security Assistance Agency

Although the Secretary of State has statutory authority for supervising and directing security assistance programs around the world consistent with U.S. foreign policy objectives, the Defense Security Assistance Agency administers and supervises the foreign military sales portion of these programs overseas. Security Assistance Organizations overseas can have a variety of titles, including the Office of Defense Cooperation, Military Advisory Group, Military Liaison Office, U.S. Military Group, and others. Security Assistance Organizations' responsibilities include planning, coordinating, and implementing a wide range of security assistance programs that include the sale or grant of military goods and services to a foreign government and foreign military training and education.

In fiscal year 1994, Security Assistance Organizations were in 74 countries worldwide and staffed with 456 U.S. military personnel, 108 civilian personnel, and 292 foreign service nationals, for a total workforce of 856. The Defense Security Assistance Agency estimated that in fiscal year 1993 the total cost of its overseas operations was \$40.1 million (excluding personnel costs funded by individual services). Table II.5 shows a break out of this total.

**Appendix II  
Overseas Costs**

**Table II.5: Overseas Costs in Fiscal Year 1993 for Defense Security Assistance Agency**

Dollars in thousands	
Description	Amount
<b>Personnel costs</b>	
U.S. direct hires and foreign service national direct hires <sup>a</sup>	\$ 7,900
Compensation	4,600
Benefits and allowances <sup>b</sup>	
<b>Subtotal</b>	<b>\$12,500</b>
<b>Other costs</b>	
Equipment <sup>c</sup>	6,700
Foreign affairs administrative support and other reimbursable costs	5,400
Supplies	1,200
Travel	2,400
Transportation <sup>d</sup>	700
Other contractual support <sup>e</sup>	6,900
Leases <sup>f</sup>	4,200
Representation	100
<b>Subtotal</b>	<b>\$27,600</b>
<b>Total overseas costs</b>	<b>\$40,100</b>

Source: Defense Security Assistance Agency, Program Budget Division.

<sup>a</sup>Includes only that portion of salaries, benefits, and allowances for American and foreign service national staff directly paid for by the Security Assistance Office. Each service (i.e., the Army, the Navy, the Air Force, and the Marine Corps) pays for military personnel salaries, housing allowances (if government housing is not provided), permanent change-of-station transportation and travel, rest and recuperation, and other personnel benefits.

<sup>b</sup>Includes civilian and foreign service national benefits, dependent education travel, and dependent education.

<sup>c</sup>Equipment includes vehicles, communications/utilities, furniture and furnishings, automated data processing, and other equipment.

<sup>d</sup>Includes rest and recuperation and transportation of nonpermanent change-of-station items.

<sup>e</sup>Includes equipment maintenance.

<sup>f</sup>Break out of residential and office rents is not available.

**Drug Enforcement Administration**

The Drug Enforcement Administration enforces U.S. drug diversion and trafficking laws and regulations. Therefore, it has agents located overseas to work with local law enforcement agencies in collecting evidence against and arresting individuals involved in the cultivation, production,

**Appendix II  
Overseas Costs**

smuggling, distribution, and diversion of drugs. In fiscal year 1993, the Drug Enforcement Administration had agents posted at 72 offices in 50 countries overseas, at an estimated total cost of \$79.4 million. Table II.6 shows a break out of this total.

**Table II.6: Overseas Costs in Fiscal Year 1993 for Drug Enforcement Administration**

Dollars in thousands	
Description	Amount
<b>Personnel costs</b>	
U.S. direct hires	
Payroll (salaries and benefits)	\$36,048.9
Foreign allowances <sup>a</sup>	26,248.7
<b>Subtotal</b>	<b>\$62,297.6</b>
<b>Other costs</b>	
Equipment <sup>b</sup>	218.4
Vehicle and aircraft purchases	212.3
Communication <sup>c</sup>	46.5
Reimbursable costs <sup>d</sup>	2,074.3
Field operation <sup>e</sup>	10,760.6
Permanent change-of-station	2,489.3
Leased space and leasehold improvements	1,255.7
<b>Subtotal</b>	<b>\$17,057.1</b>
<b>Total overseas costs</b>	<b>\$79,354.7</b>

Source: Drug Enforcement Administration.

<sup>a</sup>Foreign affairs administrative support reimbursement is included in foreign allowances. Also included are education, rest and recuperation, cost-of-living, quarters, contract employees overseas, residential guard service, emergency generators, and representational allowance.

<sup>b</sup>Equipment includes office furniture and equipment as well as technical investigative equipment.

<sup>c</sup>Communication includes voice and data communication charges for line installation and usage, equipment insurance, telephone system purchases, and data system services.

<sup>d</sup>Reimbursable costs are items that are reimbursable from other agencies or departments.

<sup>e</sup>Cost of field operations includes travel, shipping, utilities, printing, contract services, and supplies.

**Federal Bureau of  
Investigation**

As an extension of its domestic law enforcement and intelligence mission, the Federal Bureau of Investigation maintains 21 Legal Attaché offices overseas. Due to extraterritorial jurisdictional considerations, the Bureau investigates criminal cases overseas in cooperation with host country law enforcement officials. Working with the Department of State, the Bureau

**Appendix II  
Overseas Costs**

establishes the relationships necessary to ensure that U.S. evidentiary standards and collection techniques are followed to facilitate prosecution of criminal cases in U.S. courts. The Bureau estimated that in fiscal year 1993, the total cost of its overseas operations was \$13.3 million. Table II.7 shows a break out of this total.

**Table II.7: Overseas Costs in Fiscal Year 1993 for Federal Bureau of Investigation**

Dollars in thousands	
Description	Amount
<b>Personnel costs</b>	
U.S. direct hires <sup>a</sup>	\$ 9,063.5
<b>Subtotal</b>	<b>\$ 9,063.5</b>
<b>Other costs</b>	
Equipment maintenance	38.7
Foreign affairs administrative support <sup>b</sup>	779.7
Supplies	47.7
Shipment of property	437.7
Travel	801.8
Leases: Residential and office <sup>c</sup>	2,104.7
Representation	13.6
<b>Subtotal</b>	<b>\$ 4,223.9</b>
<b>Total overseas costs</b>	<b>\$13,287.4</b>

Source: Federal Bureau of Investigation, Finance Division.

<sup>a</sup>Includes compensation, benefits, and allowances (i.e., post differential, danger pay, education allowance, and housing allowance).

<sup>b</sup>This figure is an estimate based on fiscal year 1992 foreign affairs administrative support costs.

<sup>c</sup>The Federal Bureau of Investigation could not provide a break out of residential and office leasing costs.

**FAS**

The U.S. Department of Agriculture's FAS operates worldwide at over 70 posts, including Agricultural Trade Offices, covering about 130 countries. A staff of about 115 U.S. direct hires and 147 foreign service nationals carry out activities to help expand foreign markets for U.S. agricultural commodities. FAS estimated that in fiscal year 1993 the total cost of its overseas operations was \$39.4 million. Table II.8 shows a break out of this total.

**Appendix II  
Overseas Costs**

**Table II.8: Overseas Costs in Fiscal Year 1993 for FAS**

Dollars in thousands	
Description	Amount
<b>Personnel costs</b>	
U.S. direct hires and personal services contractors	\$12,084.0
Foreign service national direct hires	8,369.1
<b>Subtotal</b>	<b>\$20,453.1</b>
<b>Other costs</b>	
Travel - assignment/home leave	362.0
Transportation of personal effects	650.9
Post travel	932.5
Office rents/utilities	8,486.6
Representation	93.0
Equipment	454.9
Training	107.6
Miscellaneous	1,955.3
Foreign affairs administrative support	5,869.8
<b>Subtotal</b>	<b>\$18,912.6</b>
<b>Total overseas costs</b>	<b>\$39,365.7</b>

Source: U.S. Department of Agriculture, FAS, Budget and Finance Division.

## Immigration and Naturalization Service

The Immigration and Naturalization Service carries out U.S. immigration policy and presents policy and operational concerns to foreign governments, international organizations, private voluntary organizations, and U.S. and foreign air and sea carriers. It has 22 offices overseas, staffed with 91 officers, to

- enforce overseas deterrence of alien smuggling and fraudulent document detection and train U.S. and foreign carriers on the detection of fraudulent documents;
- interview refugee applicants and make determinations (the Service has full authority for approval and denial of applications processed outside the United States);
- conduct investigations for visa petitions and waivers;
- collect intelligence on illegal alien smuggling pipelines;
- provide technical assistance to consular officers of the U.S. and foreign governments regarding immigration and nationality questions and concerns; and

**Appendix II  
Overseas Costs**

- exercise the Attorney General's parole authority for humanitarian parole cases.

The Service also provides assistance to U.S. citizens and permanent residents abroad regarding adoptions, immigration, or parole of alien spouses and children. It estimated that in fiscal year 1993 the total cost of its overseas operations was \$18.3 million. Table II.9 shows a break out of this total.

**Table II.9: Overseas Costs in Fiscal Year 1993 for Immigration and Naturalization Service**

Dollars in thousands	
Description	Amount
<b>Personnel costs</b>	
U.S. direct hires <sup>a</sup>	\$ 6,018.6
<b>Subtotal</b>	<b>\$ 6,018.6</b>
<b>Other costs</b>	
Operations <sup>b</sup>	8,226.2
Foreign affairs administrative support and other reimbursable costs <sup>c</sup>	4,059.4
<b>Subtotal</b>	<b>\$12,285.6</b>
<b>Total overseas costs</b>	<b>\$18,304.1</b>

Source: Immigration and Naturalization Service, Foreign Operations.

<sup>a</sup>Includes U.S. direct-hire salaries and benefits.

<sup>b</sup>Operations costs include travel and transportation, rent, printing, other services, supplies and materials, equipment, grants, and representation.

<sup>c</sup>Includes \$2 million reimbursed to the Department of State under a memorandum of agreement for the Moscow office's operating costs.

**USAID**

USAID administers most of the foreign economic and development assistance programs of the U.S. government. In fiscal year 1993, it administered over \$7 billion in foreign economic and development assistance programs worldwide. To carry out its mandate, USAID has about 110 organizations, including field missions, representation offices, country organizations, and other offices, in 90 countries.<sup>8</sup> It estimated that its overseas operating cost was approximately \$372.3 million in fiscal year 1993.

<sup>8</sup>USAID plans on closing 21 missions between fiscal years 1994 and 1996.

**Appendix II  
Overseas Costs**

The USAID budget office estimated that, in fiscal year 1993, the average cost per agency U.S. direct-hire employee overseas was \$352,000—or roughly three times the \$109,000 average cost for a Washington-based employee. These estimates are based on the USAID's total overseas operating costs. For an overseas employee, costs include salaries, benefits, allowances, and all other costs shown in table II.10. For a Washington-based employee, the estimate is based on personnel salaries and benefits, operating costs of offices and bureaus, general support, information resource management support, and other costs.

**Table II.10: Overseas Costs in Fiscal Year 1993 for USAID**

Dollars in thousands	
Description	Amount
<b>Personnel costs</b>	
U.S. direct hires	
Salaries and benefits	\$106,294.5
Allowances <sup>a</sup>	25,526.4
Foreign service national direct hires <sup>b</sup>	18,758.2
Contract personnel <sup>c</sup>	69,369.2
<b>Subtotal</b>	<b>\$219,948.3</b>
<b>Other costs</b>	
Housing	32,253.1
Foreign affairs administrative support	14,053.3
Overseas automated data processing maintenance	2,122.1
Overseas real property trust fund	2,602.0
Overseas schools	1,499.1
Nonexpendable property procurement	36,503.8
Staff training	1,987.1
Office operations	56,672.4
Other payments <sup>d</sup>	4,708.2
<b>Subtotal</b>	<b>\$152,401.1</b>
<b>Total overseas costs</b>	<b>\$372,349.4</b>

Source: USAID, Bureau for Management, Office of Budget, Support Budget Division.

<sup>a</sup>Allowances for U.S. direct-hire personnel include educational allowance, cost-of-living allowance, post assignment travel, home leave, rest and recuperation, education, and other travel.

<sup>b</sup>Includes basic pay and benefits for foreign service national direct hires.

<sup>c</sup>Includes salaries and benefits for U.S. and foreign national personal services contractors.

<sup>d</sup>This reflects a number of payments, including mail service, storage of household effects, and other costs.

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## US&FCS

US&FCS has approximately 180 U.S. commercial officers in about 70 countries to promote and protect U.S. business interests abroad. To increase the number of U.S. firms involved in international trade, US&FCS provides export counseling, export assistance, and on-the-spot trade facilitation and market information. US&FCS acts as a catalyst in the export process for the U.S. business community, especially smaller firms that cannot afford to maintain representatives in every potential market. Overseas, US&FCS provides government-to-government representation and advocacy for U.S. firms vying for contracts. District offices in the United States work with overseas posts to obtain specialized information, clarify foreign regulations, request competitive assessments, or facilitate visits by U.S. business representatives.

In fiscal year 1993, the overseas operating cost for US&FCS totaled approximately \$67 million. According to records provided by the US&FCS Planning and Resource Management Staff, it costs about \$365,100 to support an American commercial officer overseas. This estimate is based on the total overseas operating cost of US&FCS shown in table II.11.

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Overseas Costs**

**Table II.11: Overseas Costs in Fiscal Year 1993 for US&FCS**

Dollars in thousands	
Description	Amount
<b>Personnel costs</b>	
U.S. direct hires	\$17,412.4
Foreign service national direct hires	24,334.2
<b>Subtotal</b>	<b>\$41,746.6</b>
<b>Other costs</b>	
Office and residential leases	6,826.9
Office and residential utilities	738.7
Communications	929.1
Program travel	622.2
Administrative travel	151.7
Representation	161.7
Supplies	840.1
Maintenance and repairs	152.0
Motor vehicles	342.1
Furniture and equipment	2,030.8
Automated data processing equipment	107.2
Other contracts	1,867.4
Other costs	588.2
Foreign affairs administrative support	9,941.6
<b>Subtotal</b>	<b>\$25,299.7</b>
<b>Total overseas costs</b>	<b>\$67,046.3</b>

Source: U.S. Department of Commerce, US&FCS, Office of International Operations, Planning and Resource Management Staff.

**USIA**

As the public diplomacy arm responsible for communicating information about American culture and policy, USIA is represented at over 200 overseas posts in about 140 countries. Over 800 U.S. direct hires disseminate information abroad about the United States, its people, culture, and policies and conduct educational and cultural exchanges between the United States and other countries. In fiscal year 1993, USIA's overseas operating costs totaled approximately \$326.1 million. (See table II.12.)

A recent analysis of the agency's overseas costs showed that, in 1992, the average cost for a USIA American employee overseas was \$135,900 annually, once a position had been established. This estimate takes into

**Appendix II  
Overseas Costs**

account compensation, benefits, and allowances; leases, utilities, and furnishings; medical costs; representation; and home lease/assignment and emergency travel. It does not include office space and equipment, administrative support, and training. The average cost in the first year for adding an American position to an overseas post was estimated at \$184,000, including transfer and temporary housing allowances, as well as furniture and equipment costs.

**Table II.12: Overseas Costs in Fiscal Year 1993 for USIA**

Dollars in thousands	
Description	Amount
<b>Personnel costs</b>	
U.S. direct hires <sup>a</sup>	\$ 74,139
Foreign service national direct hires <sup>b</sup>	87,118
Personal services contractors <sup>c</sup>	6,026
<b>Subtotal</b>	<b>\$167,283</b>
<b>Other costs</b>	
Operating costs <sup>d</sup>	129,986
Foreign affairs administrative support	28,905
<b>Subtotal</b>	<b>\$158,891</b>
<b>Total overseas costs</b>	<b>\$326,174</b>

Source: USIA, Bureau of Management, Office of the Comptroller.

<sup>a</sup>Includes personnel compensation, benefits, and allowances for American staff.

<sup>b</sup>Includes personnel compensation and benefits for foreign service nationals.

<sup>c</sup>A break out of the costs for U.S. and foreign national personal services contractors is not available.

<sup>d</sup>Operating costs include travel and transportation, rent, printing, other services, supplies and materials, equipment, grants, and representation.

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# Glossary

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For purposes of this fact sheet, selected terms are defined as follows:

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Chief of mission	The principal officer appointed by the President, by and with the advice and consent of the Senate, to be in charge of embassies and other diplomatic missions of the United States within a country. Chiefs of mission have the title of ambassador or minister. Chargé d'affaires is the title for a person who is serving as chief of mission in an acting capacity.
Constituent post	This term refers to foreign service establishments maintained by the United States abroad, excluding embassies. Constituent posts include consulates and consulates general, U.S. missions to multilateral organizations, liaison offices, embassy branch offices, and interest sections.
Foreign affairs agencies	Foreign affairs agencies are those utilizing the foreign service personnel system and include the Department of State, USIA, USAID, FAS, and US&FCS. The Peace Corps is also included.
Foreign service national	An employee of any foreign service-related mission, program, or activity of any U.S. government department or agency overseas who is not a citizen of the United States. Terms often used to describe foreign service nationals include local employees, foreign national employees, host-country nationals, and locally hired personnel. For purposes of this fact sheet, third country nationals—that is, non-American direct-hire employees employed by a U.S. government agency in a country where the employee is not a citizen—are reported as foreign service nationals.
Nonforeign affairs agencies	Nonforeign affairs agencies include DOD, the Departments of Justice, Transportation, Treasury, and subordinate agencies within these departments; the Departments of Agriculture and Commerce (excluding FAS and US&FCS, respectively); and other federal agencies.
Post	Any foreign service establishment maintained by the United States abroad, including embassies, consulates and consulates general, U.S. missions to multilateral organizations, liaison offices, embassy branch offices, and interest sections.

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**Glossary**

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**U.S. direct hires**

**Authorized full-time employees of a U.S. government agency who are citizens of the United States.**

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### Ordering Information

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